

TEN YEARS OF  
ADULT EDUCATION

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MORSE ADAMS CARTWRIGHT

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Ten years of adult education.

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## TEN YEARS OF ADULT EDUCATION



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# TEN YEARS OF ADULT EDUCATION

*A Report on a Decade of Progress  
in the American Movement*

BY  
MORSE ADAMS CARTWRIGHT


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1935

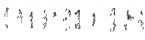
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## FOREWORD

"STEP by step takes a man over the mountain," runs a proverb of my country-side. Workers and students on any one of the slopes of the heaped-up mountain of adult education activities are aware of the formidable bulk of the undertaking of which they are a part. But only dimly aware. Above and beyond and around the small field in which they are delving—university extension, working women's summer schools, discussion-forums, business men's evening drawing classes, museum study—they feel rather than see a daunting mass looming and sprawling in grassy foothills and sterile ravines and rocky crags and stagnant swamps and rich alpine pastures. If, stopping for a moment to draw breath, they cast a look up and around them, they are really daunted by the numbers of all those apparently disorganized ramifications of the idea to which they have given their allegiance and their services. Like all people who stand still to look at difficulties rather than advancing to attack them, they see impossibility spelled out in large letters over the task of mapping that confusion. How could anybody, they wonder, ever find his way over and around through that wilderness, let alone bringing back any intelligible and trustworthy account of what is there.

This book is such an account of the whole field, as

it is today, in 1934, brought back after a comprehensive survey by the man who has been Director of the American Association for Adult Education ever since its beginning. He has looked at what is going on in every corner of adult education, and has set down here a complete and impartial report on what he has seen. For Mr. Cartwright is not only in an official position which gives him access to more information on those formidably numerous and heterogeneous facts than anybody else, but his is the right kind of personality for ordering, classifying, and appraising them. He has never forgotten that he is the director of a series of research experiments in a new field that needs exploring more than immediate settlement, and has never allowed himself to think or act as a partisan of this or that theoretical (and as yet unproved) conviction. Read the chapter on "Education and Propaganda" for a sample of this mental quality of his which has been beyond price in the first years of a movement separated from propaganda only by a knife-edge, as is adult education in a democracy.

In another unceasing battle between partisans he has stood as quietly aware of the real proportions of the situation and of the true perspective of the whole, in the fight between those who are hotly convinced that vocational training of some kind—the definite increase in a directly useful skill—is the only form of adult intellectual effort that has any real vitality, any roots in reality, and those others who affirm as energetically that the only kind of adult education worthy

of support is disinterestedly free from any monetary or material purposefulness. Surrounded by people excitedly crying out that the elephant is all legs and motive force, or all body and stability, or all supple waving trunk and flexible unstrenuous grace, he has never lost his clear perception that it is none of these things and all of them—that it is a large and very complex living creature. So that when he looks at one or another part of the enterprise to which he has given his days and nights for the last decade, he looks fairly and without prejudice, and one may accept his report as fact.

Of the step-by-step tireless industry which has made him so familiar with every corner of the sprawling adult education mountain, the reader can get an idea by looking at Chapter VIII on "The Size of the Problem" in which are set down tentative figures both of the staggering numbers enrolled in one or another form of adult study (twenty millions is the estimate) and of the staggering sums spent on this effort—ten to twelve billion dollars. The interests and activity of the American Association for Adult Education being most in the exploration of the possibilities of this little-studied field, the most complete outfit of facts and statistics is in Chapter IX, with its detailed report on all the activities that have been undertaken as experiments. But his chapter on other, permanently established forms of adult education—parent education, college alumni reading, private correspondence schools, museums, libraries, etc.—although not so but-

tressed by detailed inside information, is full of substance and should not be missed by anyone wishing to know what is taking place in this rapidly shifting corner of the American scene.

Above all this report is invaluable to anyone interested in adult education because it provides for the first time some written impressions of the different personalities emerging as leaders in one or another part of this new work. It is of distinct value to have a report which gives—well, let us say to people working in the discussion-forum field, some idea of the extremely interesting and promising research into reading as a function of the literate modern world. Beneath the accounts of experimentation and of operation in this new and yet old field of adult education lie the life-narratives of several hundred earnest and self-sacrificing American men and women. Through their individual efforts and organizational activities they are breaking new ground in an untried and often unexplored area of educational endeavor. To them should go the credit for the establishment of the American movement for adult education. The accomplishments chronicled in this volume are theirs.

Perhaps Mr. Cartwright shows himself a good guide in this uncharted region of American activity most of all by his capacity to take into account the great mass of details, the bewildering variety of facts, ascertained and guessed-at—and still not to lose his sense of direction. No one of the idealists of the movement, winging the irresponsible way of idealists in the thin air of



theory, unhampered and unbruised by collisions with fact, has ever made a better statement of the goal toward which this mass movement is fumblingly trying to direct itself, than he when he says, "Intellectual pursuits can suffer no depression. The ambition of adult education is to set men free—from governmental oppression, from materialism, from bad taste in living, in music, in drama, in recreation, and most of all free from the utter drabness of unfilled lives."

DOROTHY CANFIELD FISHER.

Arlington, Vermont  
November, 1934



## PREFACE

THE writer makes no apology for the disconnected nature of this report. It is a brief account of the history of a broad educational movement over the period of a single decade. This movement is a patchwork quilt, its colors varying from bright to dim, its pieces both large and small. It is sewn together with threads of thickness and threads of gossamer-like fragility, but sewn together it is and adult education is its name. It does not pretend to adequacy in covering the nakedness of our national ignorance. It is cold and draughty in spots though warm and glowing in others. But faulty as it is, it represents withal a courageous commencement. As such its story is worth the writing. It is presented with the hope that, whatever its present value may be, eventually it may have significance for those who in a later day pore over chronicles of forgotten educational history in attempts to interpret the *mores* of an earlier time.

The compiler of this report is indebted to many of those intimately concerned in various phases of adult education leadership for the last ten years. Many of the factual data included and indicated are attributable to the contributors to the *Handbook of Adult Education in the United States*. For the opportunity of view-

ing the field in perspective, the writer's gratitude is expressed to President Frederick P. Keppel of the Carnegie Corporation of New York. The compilation of the report was his idea. Thanks are also due to the Trustees of the Carnegie Corporation of New York who authorized the study and to whom this ten-year report was first submitted.

MORSE A. CARTWRIGHT.

New York City  
August 15, 1934

# CONTENTS

	PAGE
FOREWORD BY DOROTHY CANFIELD FISHER	v
PREFACE	xi

## PART I. HISTORICAL

### CHAPTER

I. INTRODUCTION	3
II. HISTORICAL SUMMARY PRIOR TO 1924	8
III. THE FORMAL INCEPTION OF THE MOVE- MENT	11
IV. THE AMERICAN ASSOCIATION FOR ADULT EDUCATION	19

## PART II. QUALITATIVE

V. SOME GENERAL CONSIDERATIONS AFFECTING ADULT EDUCATION	33
VI. CERTAIN NATIONAL QUESTIONS IN ADULT EDUCATION	40
VII. EDUCATION AND PROPAGANDA	50

## PART III. TRIAL AND ERROR

CHAPTER	PAGE
VIII. THE SIZE OF THE PROBLEM	59
IX. EXPERIMENTATION	62

## PART IV. PERFORMANCE

X. CERTAIN OBSERVATIONS ON CHANGING PRACTICES	117
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## PART V. CONCLUSION

XI. THE SOCIAL SIGNIFICANCE OF ADULT EDUCATION	205
INDEX	209

## PART I—HISTORICAL





## CHAPTER I

### INTRODUCTION

BEFORE the month of June, 1924, the term "adult education" was not in use in the United States of America. It is almost exactly ten years since the Carnegie Corporation of New York summoned its first conference on the education of adults. This conference initiated a series of studies, carried on continuously since, whose function has been to blaze a new trail through a veritable virgin forest of educational possibilities. The result has been gratifying in that those professionally interested in education have come to recognize the importance of the adult problem. But more encouraging by far has been the response of large sections of the public to the idea.

New vistas of educational opportunity have enthusiastically been welcomed by increasing numbers of discriminating individuals. In a single decade adult education has progressed from the status of unwanted step-child, ill-clothed and scantily fed, to that of full membership in the educational family. To change the figure slightly, this educational Cinderella is at present the wooed and courted maiden of the instructional ball, with willing swains from the universities, from the

night schools, from the relief authority, from labor, from industry (to name but a few), all anxious to fit a slipper to a mature but well-formed foot. For it has been learned that the adult foot, when raised or lowered in the voting booth and elsewhere, controls the funds by which in the final analysis the whole educational family is supported. The budgetary possibilities of adult education are great as many able administrators have recently become aware. And the fateful hour of twelve is not yet—not even in sight and, in fact, it may never come. Even if it does, there is ample evidence that the American public will consider the glass slipper an excellent fit.

It is interesting that the recently appointed Commissioner of Education of the United States undoubtedly was chosen, not alone for his eminence as an educator of children, but because he had conducted a nationally known experiment in education for adults. This is but one evidence of public recognition of the importance of this old but newly emphasized field of educational activity. No educational council table is now complete without representation of the adult and his peculiar out-of-school problems.

So much for mere growth! Our question in this discussion deals not so much with quantity as with quality, not so much with statistics as with social significance. Do the adult education happenings in America in the last decade constitute a social phenomenon of importance? If so, why and how? Is there an educational ferment—not necessarily a political ferment—

at work in the huge doughy mass of our national ignorance, carelessness and backwardness? It is of vast importance to the United States to know whether there is under way an improvement in the quality of our thinking rather than a mere increase in the amount of it.

It is quite clear that great financial depressions inevitably have the effect of heightening the amount of serious thinking on the part of the public. But mass thinking without qualitative direction from within will avail us little in the way of surcease from our pains, economic or spiritual. If the quality of our thinking is on the up-grade, if a factor of understanding has crept in to give intelligent direction to the followership we customarily accord our leaders, then perhaps there may lie hope ahead.

For the success or unsuccess of a democracy, unlike that of a dictatorship, depends directly upon the degree of intelligence exhibited by the masses. And that degree of intelligence depends squarely upon the amount of educational opportunity that has been continuously open to those masses. Admittedly the process takes time. But if our nation can now be said to be emerging from the present economic crisis with most of its tried democratic institutions intact, it is high time that we concerned ourselves with social and educational insurance against the next depression in the business and governmental cycle.

Those who have closely observed the adult education movement in the last ten years in America believe

that it does constitute a social phenomenon of significance in our national life. They feel that there is a most healthful and promising educational ferment at work among our hundred and a quarter millions. They would have difficulty perhaps in proving conclusively that better thinking is replacing careless acceptance of whatever may come, but they would stake their professional reputations upon the existence of an up-swing in our civilization. That is important, for civilizations never stand still. They go forward or go back. In the hysteria that possessed us from Armistice Day, 1918, to the crash of 1929, it seems clear now that we were retrogressing. In the half-decade since, there are innumerable though inconclusive signs that we are again progressing. It is hoped that some of these signs may be made clear in the pages that follow.

Some of those concerned with adult education would go so far as to interpret broadly the present movement as a major item of proof that the long-awaited cultural awakening in America is at last in progress. They see coordinated with it a recrudescence of interest in the arts and architecture, they interpret the radio as the creator of a national taste for good music, they point to the little theater movement, to local orchestras, to library circulation figures, to museum attendance, all as indications of the healthy growth of a folk culture in America. One would like to agree with these incurable optimists; one would hope that they might be right. Who knows? They may be. But in the meantime much work remains to be done.

Whether or not a polyglot American folk culture actually is asserting itself, it does seem clear that the movement for adult education has an intimate relationship to the American experiment in democracy. Surely education is the only valid protection against fascism, communism and all other extremisms. The goal of democracy is a happy, enlightened body politic. Education has the same goal. Mr. Andrew Carnegie's concern for "the advancement and diffusion of knowledge and understanding among the people of the United States" finds its strongest echo in adult education—the only kind of education Mr. Carnegie ever had.

The ambition of democracy is to set men free. The ambition of adult education is the same, to set men free—from governmental oppression, from materialism, from bad taste in living, in music, in drama, in recreation, and most of all, free from the utter drabness of unfilled lives. No less a goal is worthy of such a movement. Nor does such an ambition fail to coincide with the constitutional concept of freedom under the democracy outlined by Washington, Franklin and Jefferson. With such an ancestry, can we fail in the United States today to conceive of education for adults as a right rather than a privilege? Adult education and the democracy go hand in hand—if we abandon one, perforce we must abandon the other. There is every likelihood that both will endure.

## CHAPTER II

### HISTORICAL SUMMARY PRIOR TO 1924

BEFORE attempting even a condensed review of adult education in the United States in the last ten years, it is desirable to recognize the fact that prior to 1924, when the term became current in America, the roots of the movement were already deeply imbedded in our national life. It would be diverting, though not particularly truthful, to picture one hundred and fifty years barren of educational activity for out-of-school people, and then to point with glowing pride to the statistical achievements of the decade just closed.

But such "then and now" methods do not square with the facts, for adult education growth in this country had been gradual and unspectacular until the new emphasis lent in the period following the Great War of 1914-18. However, it can be said that these earlier efforts were sporadic and disconnected and that they became of national moment only when united under the banner of a term so woefully inadequate as "adult education." And that union has become really effective only during the last half of the recent decade.

The New England town meeting of the seventeenth century formed the initial adult education venture of

record in the English colonies of North America. It was a logical next step to the formation of the first lyceum in Massachusetts in 1826, a voluntary association of farmers and mechanics "for the purpose of self-culture, community instruction and mutual discussion of common public interests." The town lyceums made rapid growth and in 1839 more than 3,000 were in existence. They assumed an educational leadership with the years, Emerson, Thoreau, Lowell and Holmes among others lending their prestige. It was the example of the lyceum which led Bishop John H. Vincent and his colleagues in 1874 to expand a Sunday School association into a general adult education venture. The Chautauqua Institution resulted, and in its train numerous imitators, later to be served by the commercial chautauqua and lyceum circuits. The last quarter of the nineteenth century saw the beginnings of the university extension movement, and with the turn of the twentieth, impetus to popular education was given through Mr. Andrew Carnegie's large benefactions to public libraries. Meanwhile the tax-supported school system, as the compulsory school age was pushed upward, had instituted a series of vocational extensions, soon accompanied by such non-vocational enterprises for adults as the voluntary evening high school.

The increase in public estimation of these agencies gave rise to many other forms of educational activity for adults. Most of them were based on the American tradition of education at cost, less than cost, or no cost to the student. In addition there were devised, to meet

the recognized educational needs of large numbers of people, certain commercial organizations known as private correspondence schools, operated for profit under modern salesmanship methods. Other private and public ventures came into being, many of them operated in a desultory fashion, but all contributing in their way to the not inconsiderable total of American adult education.

So it may be said that while in 1924 there was adult education in America in proportions quite worthy of public notice, still there was a lack of consciousness on the part of those concerned with education both of the amount and of the character of the work done. Added to this was a complete failure to recognize kinship, on the part of the various organizations concerned, both national and local, between their separate efforts for the educational advancement of grown people. At that time there had occurred to no one, seemingly, the possible desirability of an exchange of experience, of a pooling of academic resources, of a planned attack on the educational problems involved.



## CHAPTER III

### THE FORMAL INCEPTION OF THE MOVEMENT

THE present American emphasis on adult education is attributable to the social vision of one individual. After a distinguished career in academic and public life, Frederick P. Keppel came to the presidency of the Carnegie Corporation of New York in 1923. He immediately set about the business of evolving a foundation program which should include not only those activities theretofore considered acceptable and orthodox as avenues for the expenditure of trust funds but should attempt as well to anticipate trends in American life. The result, after a year of deliberation, was a reaffirmation on the part of the Trustees of the Corporation of their interest in education at the college and university level; in research, including medical investigation; in libraries, particularly in their service functions; and a continuance of their support of the activities of the related foundations formed by Mr. Carnegie. But in addition, on recommendation of the President, the Trustees included adult education and the arts in American life. These two additions attributable to Mr. Keppel and certain changes in direction in the support of activities theretofore included (par-

ticularly in the library field) embarked the Corporation upon a program of general education quite new to the foundation field.

It was in June of 1924 in New York that the President of the Corporation assembled the first conference on adult education. A considerable expansion of adult education activity had taken place in the British Isles, as a direct result of the recommendations made in the educational section of the British Ministry of Reconstruction Report of 1919. A volume of essays entitled *The Way Out* (Oxford University Press, 1923), dealing with the meaning and purpose of adult education and contributed to by such British statesmen and thinkers as Viscount Haldane, Lord Eustace Percy, R. H. Tawney, H. A. L. Fisher, Albert Mansbridge and others, had made its appearance almost unnoticed in America. But the imagination of some Americans had been caught by it, and chief among them Mr. Keppel. He was curious to learn whether the United States, in its post-war manifestations, was reacting similarly to Britain. But no one could tell him. No one had any facts about adult education in America. Most persons were sublimely ignorant both of the term and of the activities which it purported to describe.

It is perhaps interesting to recall the type of individuals who responded to the first call of the Corporation on the subject of adult education, for it was this group which formed itself into the Advisory Committee of the Corporation which served until the

formation of the American Association for Adult Education in 1926. The chairman of the conference was Dean James E. Russell of Teachers College, Columbia University, who probably has been intimately concerned with advanced educational thought in this country for a longer period than any other individual. It included Dr. Charles A. Beard, writer and professor; Dr. Everett Dean Martin, at the head of the People's Institute of the Cooper Union of New York; Dr. Alfred E. Cohn, medical research expert on the staff of the Rockefeller Institute; C. R. Dooley, personnel manager and educational director of the Standard Oil Company of New Jersey; E. C. Lindeman, secretary of the American Country Life Association, teacher and writer on sociological questions; John Cotton Dana, librarian of the Newark Public Library; Mrs. John C. Campbell, organizer of educational effort among the Southern mountain whites; Mr. William Allen White, of Kansas; Dr. Clark Wissler, of the American Museum of Natural History, and others of importance concerned in effort in various sections of the field of adult education.

From the deliberations of this group, the Corporation determined to maintain an open mind on the question of instituting a comprehensive survey of adult education, but to commence immediately a series of studies, vertically and in cross-section, which might throw light upon the form which a really conscientious inquiry should assume and which also might reveal the need for such a general undertaking. It was decided

that the chief attention of the Corporation should be directed, initially at least, to non-vocational efforts, although it was realized that much of the so-called "cultural" education of adults, especially of younger adults, is likely to occur either simultaneously with interest in vocational subjects, or in the wake of that interest. Furthermore, it was necessary for the Corporation to distinguish between education by the individual during his leisure time, either as surcease from his regular vocation or as a supplement thereto, and education involving the full time of the adult individual, such as training for a profession, college or university instruction "in course" and the like. Under the American system, the latter type of activity normally is undertaken in youth and provides a problem which, although of great interest, is susceptible of being treated separately and distinctly.

In order to clear the ground, certain types of activity were for the moment arbitrarily excluded from the preliminary studies. The newspaper, the magazine and periodical, the motion picture, the radio—all were ruled out as being too indefinite or too changeable to ensure tangible results. Likewise such special problems as the education of the Negro, of the Indian, of the mountain white were set aside, perhaps to be picked up later. A list of from forty to fifty types of activity was reduced to a half-dozen, for the purposes of the preliminary inquiry. A staff was secured and assignments made for "vertical studies," which should include the fields of university extension, the lyceums

and chautauquas, the private correspondence schools, the vocational education facilities for workers, and the educational activities of national and local general organizations (religious, fraternal, forums, people's institutes and colleges, summer camps, workers' colleges, social settlements, etc.). Coincidentally, the American Library Association agreed to conduct a study of libraries and adult education. These studies resulted in the following publications:

*Correspondence Schools, Lyceums, Chautauquas*, by J. S. Noffsinger. The Macmillan Company. New York, 1926. 145 pages.

*Educational Opportunities for Young Workers*, by O. D. Evans. The Macmillan Company. New York, 1926. 380 pages.

*Libraries and Adult Education*, American Library Association. The Macmillan Company. New York, 1926. 284 pages.

*New Schools for Older Students*, by Nathaniel Peffer. The Macmillan Company, 1926. 250 pages.

*The University Afield*, by A. L. Hall-Quest. The Macmillan Company. New York, 1926. 292 pages.

From these and other materials made available in the two years during which the studies were conducted, Mrs. Dorothy Canfield Fisher wrote the book, *Why Stop Learning?* (Harcourt, Brace, 1927), which received a wide distribution and gave the whole field its first general treatment in highly readable form. The importance of Mrs. Fisher's contribution at this time can not be overestimated. The reaction of both the educational leaders and the more thoughtful portion of the public was immediate and gratifying.

The enquiries set under way in 1924 developed at

once an unsuspected amount of factual material. Repeated meetings of the advisory group were held to which the investigators made report. Slowly but surely grew the conviction that a real community of interest existed between the widely separated and disparate organizations. In the fall of 1925 a national conference on adult education was assembled in Cleveland. This conference came to the unanimous agreement that the interest and activity in adult education revealed by the committee and its investigators warranted the formation of a national body for coordination and mutual assistance. Those present at the meeting, however, felt that they should not take final action in the matter, since no action would be adequately representative which was not shared by those actually and actively engaged in adult education. It was decided therefore that a series of regional meetings be held in order to bring together active workers in adult education in every part of the country and elicit a more representative expression of opinion.

The first regional meeting was held in New York City on November 23, 1925. This was followed by a Far Western meeting at San Francisco, February 8 and 9, 1926; a Southern meeting at Nashville, Tennessee, February 19, 1926, and a Middle Western meeting at Chicago, March 24, 1926. At each of these meetings unanimous endorsement was given the proposal for the formation of a national association, and a committee of seven was appointed to attend a national meeting formally to inaugurate such an association.

The Executive Committee of the Corporation's Advisory Committee thereupon issued a call for a second national conference which was held at Chicago on March 26 and 27, 1926. At this conference, presided over by Director Leon J. Richardson of the University of California Extension Division, the American Association for Adult Education was formed and a constitution was adopted whose Article II stated the object of the Association to be as follows:

"Its object shall be to promote the development and improvement of adult education in the United States and to cooperate with similar associations in other countries. It shall undertake to provide for the gathering and dissemination of information concerning adult education aims and methods of work; to keep its members informed concerning the achievements and problems of adult education in other countries; to conduct a continuous study of work being done in this field and to publish from time to time the results of such study; to respond to public interest in adult education and particularly to cooperate with community group activities in this field, in the formation of study groups whether within or without regular educational institutions; and in other ways to cooperate with organizations and individuals engaged in educational work of this nature in the task of securing books and instructors; and to serve in such other ways as may be deemed advisable."

The organization was implemented with a Council of one hundred and an Executive Board of eighteen, the latter group being empowered to employ officers and to take general charge of the affairs and work of the Association. The undertaking was financed through an initial five and one-half year support grant made by the

Trustees of the Carnegie Corporation in total amount of \$137,500.00.

After the formation of the Association, the Corporation's concern for adult education was expressed through its support of the new organization. The detailed account of the program appears in the chapters that follow.



## CHAPTER IV

### THE AMERICAN ASSOCIATION FOR ADULT EDUCATION

THE detailed history of the activities of the Association, in the eight years following the organization meeting in Chicago, has been made public through the annual reports of the Director in behalf of the Executive Board and through the distribution of the transactions of the annual meetings held, successively, in Cleveland, Ohio; Swarthmore, Pennsylvania; Chapel Hill, North Carolina; Chicago, Illinois; New York City; Buffalo, New York; Amherst, Massachusetts; and Washington, D. C. Furthermore, the initiation in 1929 of a quarterly *Journal of Adult Education* has served to keep the membership, and the general public as well, apprised not only of the ventures in which the Association has participated but also of happenings in the world of adult education, both in America and abroad.

It is perhaps worth while to review the annual reports, particularly in the early years of existence of the Association, in order to trace the development of an organizational policy. In the report for 1926-27, the following appears:

"A review of the first year's accomplishments evidences immediately a quantitative success. Whether or not the

efforts of the Association are uniformly met by achievement of the first rank remains to be seen. Any individual's appraisal of necessity will be influenced by his own opinions in what, inclusively considered, is a new and untried field in this country.

"A sincere and compelling desire to proceed conservatively and constructively, even if slowly, has ever been uppermost in the minds of staff and of committees. This policy has prevailed in the face of numerous opportunities to strike publicly for various phases of adult education which, while perhaps meritorious of themselves, did not make directly for a safe, sane and careful upbuilding of the central idea of adult education as a continuing cultural process pursued without ulterior purpose. The Association might have endorsed the five-day week; it did not. It might have enlisted in a campaign of inter-group religious understanding; it did not. It might have devoted its efforts overwhelmingly to vocational education, immigrant education, workers' education or university extension. It has done none of these things, but it has made an honest effort to cooperate with that which was predominantly cultural in each of these and many other adult education movements. And it has not been easy to withstand the special pleaders! They are almost without exception sincere, honorable and zealous.

"Although pressed to do so, the Association has consistently refrained from committing itself either to an exclusive or an inclusive definition of adult education. How can any one say what the term 'adult education' will come eventually to mean in the United States of America? One visitor to the Association was aghast at this lack of definition. 'But have you no formula?' he asked. His European background and training were outraged at this typically American process of progress through trial and error, constantly relying upon the imitative factor to spread from Maine to California whatever might be proved good in adult education.

"It has been the function of the Association to serve as a

national clearing house for information. It is an operating agency only in the sense that through personal contact, through publication, through conference, it spreads the word. In addition, the Association has been able, by means of its recommendatory privilege to the Carnegie Corporation of New York, to sponsor study and research and a limited amount of experimentation."

At the close of 1927-28, the following observations concerning policy were published:

"The Association's program has been developed as an attempt to interpret, to explain and to clarify and only in a limited degree to propagandize for adult education. The Executive Board has felt from the beginning that it was the place of the Association to serve as a supplemental agency—one which should aid other agencies, whether such agencies were community, state, regional or national in scope—and that no burden of initiative for local activity should be assumed. This decision was reached in the belief that the promulgation of propaganda usually exceeds the desire of the people to receive it, and that its effectiveness is therefore lost. It has been the policy of the Association, then, to move not more rapidly than the nation itself in its various constituent parts saw fit to move in the organization and development of adult education.

"As a corollary to this policy there had obtained one of unwillingness to dictate or to super-impose the content and forms of adult education which might be adopted in various sections of the country. The absence of formulæ or of a standard program of procedure has occasioned surprise on the part of many organizations and individuals which have dealt with the Association. But in every case appreciation of the Association's policy has been expressed upon receipt of its explanation in detail.

"It has been the attempt of the executive office, while

avoiding initiatory measures, to take full responsibility for all the secondary assistance that could be mustered to meet a given situation. The organization has had the desire to maintain a policy of generous aid which should be non-dictatorial in character, but which should be adequate in helpfulness, and open neither to the charge of undue assertiveness nor that of timidity. The measure in which the Association has achieved this goal has been the measure of its protection against accusations of partisanship or overbalance in its program. It must be remembered that the Association is faced with the task of maintaining an organization as the center of many diverging and at times conflicting views, not only upon educational questions, but upon economic, political, religious and even moral questions as well. If the ultimate ends of adult education are to be reached, the Association which represents the movement must be directly in the middle of the road; it must veer neither to the right nor to the left, although it must have sufficient strength of purpose and of character to deal fairly and dispassionately with those organizations and individuals which happen to be progressing upon the edges of that selfsame road."

At the same time, some measure of the degree of acceptance accorded the Association policy may be derived from a perusal of the sections on growth and progress:

"A summation of the year's record reveals the fact unquestionably that the American movement for adult education is not only born but that it is already a thriving youngster. A compilation made at the central office has shown that the Association is in active contact on adult education matters with about 400 organizations, each of more than local scope. These organizations carry adult education carefully so labeled on their counters and shelves as a staple commodity ready for distribution and discussion.

"It can be said with due modesty that the Association, despite its conscious effort to avoid inflating the movement, has had a not unimportant part in influencing the public mind to recognize adult education as a matter of national concern. It is more than mere coincidence that this widespread acknowledgement of the importance of adult education problems has occurred within the space of the identical two years which mark the life of the Association. Adult education now takes its place at the pedagogical council table where, for good or for ill, it will appreciably affect the well-being of several millions of inhabitants of this country. It is the privilege and the responsibility of the Association so to shape its affairs as to represent adequately this rapidly widening movement. It is a task which is worthy of the interest of our membership and which will demand the best in leadership which the Association can develop."

And again, the report for 1928-29:

"It would be difficult to appraise exactly the extent to which the Association is responsible for the widespread recognition already afforded to adult education, but it would be overweening modesty to suggest that the responsibility of the Association in this regard has been other than large. The Association announced a two-fold program three years ago. It has consistently adhered to its policy (a) of serving as a central clearing house for information and (b) of sponsoring and conducting studies, experiments and researches in adult education. This dual function has carried with it inevitably the duty of spreading the word about adult education. The Association's publicity policy has been limited to constructive comment arising out of deeds rather than of words and a complete disclaimer, now as at the start, of all efforts to propagandize for adult education as a universal panacea for the ills of the body politic. This conservative, constructive policy, while sometimes criticized for lack of

aggressiveness in the first year or so of the Association's existence, has been proved to be sound and lasting and entitles the organization to claim credit at this time for the complete absence of the traditional 'third year slump,' only too familiar in the development of popular movements in America."

During this year, the *Journal of Adult Education* became a fact. Its contents were addressed more especially "to those who are primarily interested in adult education as organizers, administrators and teachers."

"To these men and women, however varied may be the types of adult education in which they are engaged, the progress of the movement has brought a constantly increasing number of common interests, problems and purposes. It seemed to those who were to initiate the *Journal* that, through the furtherance and development of these common interests, the discussion and classification of these common problems and purposes, and through the dissemination of information in the field of adult education, an official publication might most fully serve the movement. Accordingly, the *Journal of Adult Education* was planned along these lines."

In 1929-30, the policy as to membership in the Association received careful consideration. In the report for that year the following appears pertinent to this subject:

"It has been the policy of the Executive Board to point the work of the Association directly at the individual professionally interested in adult education, either as administrator or teacher, and at the organization for which or in whose name he labors. Only indirectly has the Association attempted to reach 'the man in the street.' Fortunately, a rather large number of 'citizens interested in education,' as contrasted with the professional educationalists, has been

interested enough in the work of the Association to take out memberships. Otherwise, the Association might well have been reduced in size below the number considered to be a minimum of safety. The present membership of the Association is just above a thousand. This number includes about two hundred new members received during the year, but has been in part offset by the usual number who were dropped for non-payment of dues. The net total for 1930, however, shows a healthy growth since the same date in 1929. It is interesting and perhaps significant that the percentage of growth in the classification of organizational membership exceeds that in the individual membership."

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"It is probable that the normal size of the Association, under present conditions in the field of adult education in the United States, is about that which it has now reached. The size of the Association could be increased with relative ease by the popularization of the *Journal* and of the appeal to members. However, it has been felt that the Association's first task lay in approaching the professional group rather than the general group, and that the risk of lowering standards should be sedulously avoided.

"The service of the Association has been granted to members and non-members alike. It is felt that it is the function of the Association to serve the adult education movement first, without undue regard for the mere acquisition of numbers in the membership of the Association."

It is noteworthy that even in the severe years of the financial depression that followed, the membership of the Association held its own. This, at a time when most national organizations were suffering serious depletions in their ranks. At the end of its eighth year, the membership of the Association fluctuates between one thousand and twelve hundred, exclusive of several hun-

dred independent subscriptions to the *Journal of Adult Education* and of the special distribution of that periodical to the membership of some seven hundred of the Department of Adult Education of the National Education Association.

In the record for 1930-31, which partook of the nature of a quinquennial as well as of an annual report, the Director stated that the year had been devoted to a careful consolidation of the position of the Association in the educational world of America:

"It has been the effort of the Executive Board and staff to carry through that consolidation, and it is reasonable to assume that in fact it has been effected. With the assurance that the Association shall have at least five years more of existence, it will devolve upon the Executive Board to indicate those points at which studies and research, demonstration and experiment, most profitably may be made. The day of propaganda for adult education, even indirect, seems to have passed. It may be assumed that adult education in America will now strike its own gait. The efforts of the Association may well be directed at critical analyses of the progress made rather than at the acceleration of the rate of progress. The American tendency is to proceed too quickly. Although the Association should not retard the advance, it should recognize its serious responsibility for leadership in expressing new ideas and in emphasizing quality of performance."

The report for 1931-32 indicates the extent to which the Association had become concerned with the economic crises then dominating the thinking of America. Its studies of adult education in industry, its conference on "Re-education Problems arising from Tech-



nological Unemployment," its resulting studies on occupational education, its formation of the National Occupational Conference and its initiation of the Adjustment Service for the unemployed of New York City all combine to give evidence of the closeness of adult education to the current movements of thought in America.

An attempted justification for the catholicity of the viewpoint of the Association forms the theme of the conclusion to the report for 1932-33, one year later:

"The foregoing report indicates the wide extent to which the Association's interest and concern have spread in the seven years of its existence. No one as yet has successfully maintained against the Association a charge of a narrow and limited program. In fact, friendly critics have averred that our definition of adult education is too broad and too inclusive to permit of clear recognition. These assertions, if true, indicate a point of view on the part of the Association that constitutes an asset rather than a liability. If adult education is to be synchronous with adult life, it is necessary that the interests of its representative Association should be as broad as adult life itself. Since the organization is neither propagandistic in its nature nor functionally an operating body in any subject matter field, it would seem that the danger of too great diffusion in its efforts is not real. It is not the ambition of the Association to make over the world—it could not if it tried—but its members and its executive groups alike feel that the Association may play a constructive part in the efforts of the world to make over itself, in so far as the American social scene is concerned. At least the Association can be ready to serve intelligently as it is called upon."

A reaffirmation of the purposes for which the Asso-

ciation was founded and of the policies outlined in its earlier years is contained in the conclusion to the report for 1933-34, that most recently issued:

"In appraising the accomplishments of the year just closed, it should be borne in mind that the Association has not swerved from the purposes for which it was formed. Despite the superficially attractive invitations which have come to the organization repeatedly to take leadership in promulgating a wide variety of alleged panaceas for the country's social ills, the officers, executive board, and staff have steadfastly refused to abandon the policies originally agreed upon in 1926 and confirmed in the two following years.

"We remain a clearing house for information about adult education, a medium for publication, an agency for the sponsorship and, in rare cases only, the conduct of studies, researches, experiments, and demonstrations in the methods and techniques of aiding adults to educate themselves. With subject matter offerings to adults, we have no direct concern. As a national association, we do not believe in superimposition or in undue interference in community, state, or regional educational affairs.

"It is our function to be of service to American adult education to the utmost limit of available personnel and financial resources. In the light of the recent unprecedented growth in volume of adult education in the United States, it is evident that performance of the task before the Association will tax the ingenuity of its leaders. Never-ending emphasis upon quality and stern disapprobation both of shoddiness and of those who would use the movement for ulterior purposes should continue to be our guide stones."

The presidency of the Association has been occupied by an illustrious line of public-minded citizens. Dean James E. Russell held this honorary position from the

date of founding until the close of the year 1929-30, when he was elected to the active chairmanship. He was succeeded by Mr. Newton D. Baker, whose term expired at the end of one year upon his acceptance of membership on the Board of Trustees of the Carnegie Corporation of New York. Mr. Felix M. Warburg was the next President, who was followed by Mrs. Dorothy Canfield Fisher, who held office for two one-year terms. Her successor is Professor Edward L. Thorndike, the present President of the Association.

The Presidents of the Association without exception have rendered notable service to the cause of adult education. Their annual addresses, delivered at the yearly conferences, have been the high points of such gatherings; and their remarks, quoted widely in the press and published fully in the *Journal of Adult Education*, have done much to mold public thought on questions of adult education in America.

The remarks of Mr. Newton D. Baker, in his presidential address delivered in 1931 in New York City, epitomize the points of view not only of the officers of the Association but of the entire membership. He held that the purpose of adult education should be expressed in terms not of desirability but of necessity. Our intellect is the only instrument that we possess whereby we may hope to direct our own lives or to meet intelligently the situations that confront us. It is therefore imperative for every one of us to be unremitting in his efforts to train his judgment, to add to his knowledge, and to increase his wisdom.



## PART II—QUALITATIVE



## CHAPTER V

### SOME GENERAL CONSIDERATIONS AFFECTING ADULT EDUCATION

WITHOUT doubt the most potent factor in the spread of the adult education idea in the last decade was that contributed by Professor E. L. Thorndike of Teachers College, Columbia University. Discoveries of Professor Thorndike and his associates concerning the ability of adults to learn stirred the imaginations of members of the public and professional leaders of education alike. Prior to the Thorndike researches, commenced in 1925, adult abilities in learning had been considered definitely inferior to those possessed by children—so much so that the adult's educational problems, in most quarters at least, had been more or less given up as a bad job. Professor Thorndike struck a serious and far-reaching blow, devastating in its implications, against those educators who conceived of their task as limited to the seven or eight, twelve or sixteen years embraced in ordinary school or college training.

At the annual meeting of the American Association for Adult Education held in Cleveland in 1927, Professor Thorndike presented the results of experiments

in which persons thirty-five years old and over, averaging forty-two, were compared with persons twenty to twenty-four years old, averaging twenty-two, in their ability to learn acts of skill and to acquire various forms of knowledge. In learning to write with the wrong hand, the old and the young made equal improvement in the quality or legibility, but the old gained less in speed, eighteen letters per minute from fifteen hours of practice as compared with thirty-five letters per minute for the young. On the whole the old gained about three-fourths as much as the young. In learning Esperanto, an artificial language constructed on logical principles, the old learned about five-sixths as fast as the young.

Both groups learned more rapidly than children.

In learning reading, spelling, arithmetic and other elementary school subjects, adults of forty-two progressed about five-sixths as fast as adults of twenty-two. Both groups probably learned faster than they would have learned the same things as children at the age of twelve. For they learned more per hour of study than do children comparable to them in brightness.

Extensive experiments with adults learning algebra, science, foreign languages and the like in evening classes, and with adults learning typewriting and shorthand in secretarial schools support the general conclusion that ability to learn rises till about twenty, and then, perhaps after a stationary period of some years, slowly declines. The decline is so slow (it may roughly be thought of as one per cent. per year) that



persons under fifty should seldom be deterred from trying to learn anything which they really need to learn by the fear that they are too old. And to a lesser degree this is true after fifty also.

The chief reason why adults so seldom learn a new language or a new trade or any extensive achievement of knowledge or skill is not the lack of ability, but the lack of opportunity or desire. They have too many other things which must be done or which they prefer doing.

The possibilities of adult education, as revealed in Professor Thorndike's dispassionate statement at Cleveland and as further made clear in the volume published by him and his associates (*Adult Learning*, Macmillan, 1928) had an immediate and far-reaching effect upon educational concepts in America and to some degree abroad. Those concerned with adult education were tremendously heartened to go forward, while those educators whose acceptance of the adult field had been merely complacent were suddenly brought face to face with a radical change in their thinking. The futility of attempting, in any given period of child or adolescent training, to cram enough into the young individual's head to enable him to coast on mere momentum the rest of his intellectual life at once became apparent. The retroactive effect, thus, of adult education upon school and college education at once assumed important proportions—a process which has yet to exert its full force upon American educational plan-

ning. It is safe to state that one or two decades hence, when the full effect of the Thorndike discoveries can perhaps be gauged, these researches will be found to have altered the structure of American education profoundly. It should be set down here that these very retroactive effects upon regularized education ranked high among the desiderata which led the Carnegie Corporation of New York to embark upon its adult education program in 1924.

It is not possible to discuss adult education in America without at first devoting some thought to the general educational system of the nation. Despite the wide variations within our borders, the public or tax-supported educational systems of the several states are curiously similar. It is possible for the student to transfer at will and without scholastic loss from the schools of one state to those of another with excellent assurance that the curriculum of the one will not differ materially from that of the other. This rather remarkable likeness is due wholly to what Dean James E. Russell terms the "imitative process" at work in American education. Neither by law nor by money subsidy has the Federal Government influenced materially the course of the state and locally supported schools. Local autonomy commonly exists to the point of complete community control of educational facilities and personnel through locally elected school boards consisting of non-professional or "lay" persons. The local butcher and the local banker are quite likely to serve side by side year after year on the governing board of a school

district, jointly responsible for the assessment of school taxes, the bonding and erection of school buildings and the employment of school teachers and officers.

Thus we see general education in the United States organized from the bottom up rather than from the top down. In this respect, and it is an important one when attempting to forecast the trends of adult education in the United States, our educational system differs from those of most other countries.

The effect of such a system upon the public attitude toward education is profound. The American citizen, whether worker, farmer, merchant or capitalist, regards the opportunity for education in all its branches, primary, secondary and collegiate, as a right rather than a privilege. He assumes that state or private funds will provide this education for his children either at no cost or much less than cost to him. He also assumes as a right that large informal agencies of education, like the public library, will be available without cost not only to his children but to him and to the adult members of his family as well. With such a background, is it not logical, with the growth of the adult education idea, that he should expect a wealth of educational experience of all kinds to be open to *him* on the same easy terms?

As a matter of theory, at least, there is no continuing under-privileged class, so far as educational opportunity is concerned, within the United States. This is not to state that we have no educationally under-privileged individuals in the United States. To our dis-

credit, we have many, but they are constantly diminishing in numbers as our educational frontiers are pushed out. The total is also being decreased through the curtailment of immigration from other countries; the effect of the new quota laws has been immediately felt in terms of the educational problem, since a considerable majority of immigrants in years past have come from the ranks of the educationally underprivileged in Europe. With educational opportunity open to people generally, without regard to occupation, economic position, religious or other belief, or to social position in the community, the class and caste systems which inevitably tend to fasten themselves upon a national civilization as it grows older have suffered serious setbacks. It is useless to deny that the United States possesses in fact a working class, a middle class and a so-called upper class, but these distinctions in the main are purely economic based upon the money wealth of the individual. In these days of a rapidly developing industrial era, it will readily be seen that such distinctions are constantly in a state of change. Consequently they do not impinge themselves upon the national consciousness of the people, and therefore there exists a careless disregard of caste and position which, while probably something of a democratic pose originally, has now reached the proportions of a national tradition.

Hence, the adult education movement which is growing up in America is pointed less toward righting an educational wrong, less toward securing for the under-

privileged that which has been withheld, and more toward providing an ideal of continuing education throughout life for all types of adult individuals, quite without regard to previous educational experience, yet of course through necessity based on gradations of that experience. In the United States adult education is to be provided quite as much for the university and college graduate as for the steelworker; quite as much for the farmer as for his field laborer; quite as much for the wealthy merchant as for his ill-paid clerk.

It readily will be seen that the limits of an educational system geared in and synchronized with the daily life of a people are as boundless as the augmenting civilization of that people may dictate. The abandonment, on the part of the educators, of the concept of schooling as a preparation for life and the adoption of a policy of "live and learn" taken literally may be relied upon not only to alter our present institutions but to set a new standard of educational values in America.

## CHAPTER VI

### CERTAIN NATIONAL PROBLEMS IN ADULT EDUCATION

IN the course of the last ten years, it has become manifest that there is a difference of opinion between those devoted to a vocational ideal for adult education and those interpreting true education as a non-vocational or cultural pursuit. This difference of opinion has existed for many years among those concerned with school and collegiate education and it would have been surprising indeed if the same disagreements had not made themselves apparent in the movement for adult education.

The problem seems to arise in a difference of emphasis rather than from direct divergence of fundamental belief. Despite the contradictory nature of statements made in print and on the platform, the protagonists of the opposing schools of thought do not seem irreconcilably far apart. Each is quite willing to admit the worth of certain arguments made by his opponents. The vocationalist feels the need of cultural objectives and even goes so far as to attribute them to his vocational program. The culturalist likewise appreciates the vitalizing effect upon cultural studies of a close

relationship between them and the vocational interests of the individual.

The vocational and the cultural seem to be inextricably intermixed in American adult education. In the life of any individual living amid the complexities of modern civilization, it is wholly impossible to separate vocational motives from those termed cultural or avocational. Allegiance to a centrist position in this argument is the only safe and practicable way out, in a movement which avows for its purpose the development of well-rounded and adjusted individuals.

Precisely similar is the argument to be used with those who would divorce education and recreation. Neither should be conceived of as without the other. Education that has not a recreational effect upon the individual fairly may be said to be a waste of time. Quite as true is it that recreation which has no educational value at all fails of its ultimate purpose, that of the refreshment of the individual.

The perfect adult education program would present to the individual a nicely balanced offering of personal adjustment (including both educational and vocational guidance where necessary or desired), of vocational training, and of cultural or avocational activity, including as large an element of so-called recreation as the individual might require. It remains for the farsighted adult educator to offer each one in its proper proportion to the individuals that come under his leadership and instructional care.

But no formula applicable to Americans *en masse*

can possibly be valid. Each program must be made out with the most careful reference to the attitudes and interests of the individuals concerned. These attitudes and interests more often than not are obscure and undisclosed, difficult of discovery and seldom are revealed to the educator without sympathetic individual conference. And it must never be forgotten that the adult offers himself for education solely of his own free will, without the element of compulsion common in other educational effort. He will proceed exactly so far, vocationally or culturally, as his desire to proceed leads him.

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Separation of the good from the bad in as heterogeneous and widely spread a field as adult education has been a difficult task of the last ten years. It is one which, though it will never be completed, is of high importance to the consuming public. The chief burden in this work has lain upon the American Association for Adult Education—a burden that had to be faced when in 1934 the *Handbook of Adult Education in the United States* was published. This Handbook, a directory of national organizations engaged in adult education and a listing of local adult education efforts of national importance, constituted the first attempt in the United States to correlate in convenient reference form data relating to the many activities that have come to term themselves adult education enterprises during the last ten years. The difficult problem was to



single out those enterprises free from the element of profit, of propaganda, or of other ulterior motive. The necessity of making such distinctions had become most important during latter years when, as was inevitably to be expected, charlatanism and profit-seeking had led traders in the market place to the belief that high financial returns could be realized from an unsuspecting adult public rapidly becoming conscious of its educational opportunities as adults. Constant watchfulness seems to be called for.

The steady growth of the adult education movement in the United States and an increased newspaper press dealing with the subject combined to tempt the purveyors of adult education for profit. Accordingly, there have grown up, particularly since 1929, as many as twelve or fifteen so-called educational agencies, all of them concerned with financial profit, catering to the needs of the adult. These have taken certain familiar forms, such as the subscription book publishing business, the correspondence course, and a hybrid form in which the sale of subscription books is enhanced through the offer of study courses based on the books. They have also taken certain new forms, such as the adult education sorority and fraternity, of which there are no less than a half-dozen at the present time. The organization of these Greek-letter societies is furthered by publishing houses or correspondence schools, in every case established for the primary purpose of making a profit out of the fees derived from subscribers and students. Particularly have these schemes thrived

in the Middle West and Southwest, although similar activities have been attempted in the Southeast and in the Middle Atlantic states. They have been formed for the sole purpose of providing molasses with which to catch flies.

It is greatly to be regretted that there are no effective federal or state laws for the protection of the ingenuous persons who thirst after knowledge and seem to feel that gold seals, jewelry, and embossed certificates are the veritable badge of education.

Nearly all the profit-making organizations use the term Adult Education in their literature, and often without doubt they are successful in selling their wares because the public misunderstands the source from which the material emanates. Obviously it should be the duty of those concerned with legitimate adult education to see that these money changers in the temple should be discouraged in every way possible and eliminated if legal means can be found. While it may be argued that certain of the published books of such organizations contain contributions by reputable authorities and that they do in fact constitute educational material of value, it still remains true that, in most of the cases so far investigated, the price charged the consumer is so unreasonable as to constitute "rack-eteering."

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It is quite clear that the librarian occupies a place of growing importance in adult education. Perhaps no other resident or officeholder in a normal American

community is more strategically located than is the librarian to initiate educational activity and organization for the adult population. Despite the growth of children's library work, the adult and his reading are still the chief concern of the public library, and since reading of non-fiction bears a close relationship to the educational activities of the average adult, it would seem that the legitimacy of the librarian's concern for adult education is established. Long years of ceaseless battering by propagandists—good and bad—have made the public exceedingly wary of new movements labeled educational. The library profession has succeeded notably in keeping itself free from propaganda entanglements. This aloofness has engendered a respect and trust in the public library on the part of the general public which is one of the chief assets of librarianship today. The public has confidence that activities sponsored by libraries will be non-political, non-sectarian, and non-propagandistic in nature. This confidence places the intellectual rehabilitation or advancement of the community within the grasp of the library profession. Some of the more progressive librarians have seen this opportunity clearly and are moving to assert their rightful local leadership. It is to be expected that increasing numbers will realize the gravity of this responsibility.

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The entrance of the Federal government into the adult education field, through large-scale subsidies to the states from relief funds, has been a significant hap-

pening of the last year. Regardless of the success or unsuccess of this venture, it has served to emphasize the partnership of the public school, the public library, and private organizations in the staggering problem of serving the educational needs of adults. School men and women the country over are conscious as they never have been before of a new field of public service open to them. It has been gratifying to note in many parts of the country the emergence of school officials of vision willing and even eager to grasp the opportunity that has come to them.

From the point of view of work relief, the emergency program has been a huge success. Proud, needy, and deserving persons have been given congenial, important employment in a time of stress. Although the conditions for qualification upon the relief rolls have varied among the several states, on the whole the restrictions imposed have been fair, impartially administered, and designed only to protect the expenditure of public funds. But from the point of view of education—and from that of the adult participants in the programs (both employed and unemployed)—the results the country over are far from convincing. Even the friendliest critics of the enterprise agree that the program as it now stands leaves much to be desired.

There seems to be considerable likelihood that the educational program under state leadership will go forward for the year 1934-35. The trend unmistakably is in the direction of continuance, with probability that a

training program will be initiated in most of the states, and with the high possibility of securing adequate supervision through the setting aside of a suitable percentage of the financial total for the salaries of supervisors and for their training. If rulings eventually are forthcoming to support these trends, it is to be expected that the quality of the emergency programs will be improved immeasurably. The misgivings of school officials, local, state and Federal, and of private organizations concerned with adult education will largely be removed by adequate provisions for supervision and for leader training. Such provisions will at once bring about increased interest on the part of conscientious school officials and will afford as well a basis upon which private adult education leadership in the communities may find proper outlet. The real test of the validity and worth-while character of the Federal Emergency Educational Program will come in 1934-35 if the conditions described above may obtain.

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It is obvious that the two most far-reaching institutional agencies in America for the diffusion of knowledge are the public school and the public library. Both maintain extensive plants dotted over the country, and the school particularly has established itself in every community which makes even a pretense of civilization. Has the public school a part to play in the education of adults? Clearly the answer is in the affirmative, for an increasing use of school facilities for adults

has been evident for some years past in rural as well as in urban areas.

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The subject-matter fields dealt with in adult education are various and their development has been uneven. The social sciences, so-called, and the vocational arts and skills have been particularly well represented. Nor have the humanities been neglected. It is surprising and a little dismaying that in a nation which has worshipped at the shrine of natural science, pure and applied, so little of science subject matter should have been offered adults. It seems safe to estimate the science offerings in adult education at five or six per cent. of the total. Yet it can hardly be imagined that such a figure represents the position of science in the interest scale of the American public. Our newspapers and magazines of general circulation belie such an assumption.

Whether the reason for the discrepancy lies in a lack of interest on the part of the high priests of science, or in a blind acceptance of scientific conjecture as undebatable (and therefore only mildly interesting) fact, yet remains to be determined. If either or both conditions precedent obtain, it is high time something was done about it. Surely the adult education of the days of Darwin and Huxley had no such unhealthily complacent attitude toward scientific discovery.

Much spade work remains to be done—study, con-

ference, publication, experimentation, demonstration—before adult educators may rest content with the attitude toward science of those who follow them. For of course a scientific fact, like any other fact, is relative in its truth and in its consequent acceptability by mature minds. He who constructs adult education programs oblivious of the exciting educational possibilities of scientific discussion sees only a part of his problem.

## CHAPTER VII

### EDUCATION AND PROPAGANDA

THE difficulties of distinguishing between education and propaganda have puzzled educators since man's curiosity about nature first caused him to study. This prehistoric contemplation of the universe and of man's relation to it was education undefiled. There is some doubt that education in its pure and unadulterated state has existed since that far-off time. For, vain and boastful creature that he is, man's first wonderings could not be kept to himself. They were transmitted to his fellows, to Eve's daughters, to neighboring tribes. The discussion group, hoary ancestor of its modern prototype, waxed rife in cave and cliff-circles, even as this form of intellectual exercise is prescribed today by those socio-educational experts who would save us from ourselves. Scientific conjecture, economic difference, philosophical quandary—all must have been injected, each in its own highly practical manner, into the fireside discussions of the dawn man.

And, aside from the practical outworkings of such discussion, with what result? An eager and trusting world of students, thirsting for truth, found itself, in the twinkling of an eye, under the sway of a cult of



teaching. Never, in all the centuries since, has it been able to throw off the burden of indoctrination, laid upon its all too willing back by those who claimed to know. From the medicine man of old to the university professor of today is not a far cry, pedagogically speaking. And the doctor of medicine, the preacher, the philosopher, the politician and the jurist of our present civilization share with the teacher the awful responsibility of indoctrinating old and young alike with sets of beliefs which are all too seldom ideas of permanent worth. Confucius, Socrates, Aristotle, Abelard, Spinoza, Martin Luther, Rousseau, Woodrow Wilson, Lenin—all were indoctrinators and each, in his own way, successful.

What of it, you may say? They all, and tens of thousands like them, spread some measure of enlightenment to their fellows. The world has been a better place to live in, for their labors. One might agree with such a statement—certainly. But with one important qualification. Each succeeded, and made a lasting contribution to the permanent well-being of the world, exactly in so far as he was able to induce his followers to think for themselves. Exactly so far and not one whit further! And if one has a taste for biography, he may ascertain, even from the brief and variegated list of the world's great teachers given above, that the hemlock of disappointment and disillusion was drunk deep by educators other than Socrates, each in his time.

Now thinking for one's self results from the indoctrination method of teaching about in proportion to the

disbelief one is able to muster for the matters indoctrinated. If thinking for one's self be learning—and therefore the equivalent of education—relatively little beyond the assimilation of uncorrelated facts is to be gained from the great majority of lectures crammed down the throats of students in our schools and colleges. Even less of enduring value may be derived from public addresses, political harangues, learned disquisitions and the like. All such so-called educational offerings are part of the educational process only to the extent to which they bring about a selective ability in the mind of the hearer. If he is moved to question, to hear the "other side," to read *pro* and *con*, to develop a qualitative index of his own, he may be said to be learning. Herein lies a partial justification of the indoctrination method as a factor in the educative process. That element of good which lies within these limitations forms our sole apology for countless hortatory addresses thrown at docile audiences from Seattle to St. Petersburg, for appeals for this cause and that spoken and written across a Rotarian trail from Penobscot Bay to San Diego.

Most doctrine, whether preached from pulpits or pumped from platforms or broadcast from microphones, is propaganda. And this applies alike to the ten thousand tons of doctrine placed in circulation through the countless printing presses ministering to our supposed needs. The definition given to the term "propaganda" falls under three headings: "Any organization," says Webster's Dictionary, "for spreading a

particular doctrine or set of principles” or “The doctrine or principles thus propagated” or “The scheme or plan for the propagation of a doctrine or system of principles.” But the definition does not alone suffice to give us an understanding of the term, which originally arose from the sacred “Congregation of Propaganda” of the Roman Catholic Church. This was neither more nor less than an association of Cardinals, established in 1622, charged with the management of missions. As a result, His Holiness, Pope Urban VIII, instituted the still-existent “College of Propaganda” for the education of priests for mission service.

The individual would have little difficulty in distinguishing between propaganda and education if all organizations engaged in disseminating the former product exhibited frankness. Unfortunately, they do not; and hence there has arisen a confusion of the two terms which gives rise to untold misapprehension in the minds of the ultimate consumers of the two commodities. An added complication derives from the fact that commonly the consumer of education is alike a willing consumer of propaganda—of kinds with which he happens to agree. However, avid though he may be for certain brands of propaganda, and receptive though he may be to certain kinds of education, he is thoroughly entitled to know what he is getting at the time that he gets it. Under present conditions he buys—or accepts, which involves a purchase through payment of a portion of his leisure time—two cans of canned goods without labels, with a general assurance,

not expressed by the shopkeeper but thoroughly understood nevertheless, that one is education and the other propaganda. The shopkeeper goes a bit further, still by implication of course. He says that the two ingredients may have become a bit mixed in the canning process but that it's strictly up to the consumer to determine each can's content by the predominant taste. Is it to be wondered that, in this day and age, we suffer chronically and at times acutely, from mental indigestion? Our preserved cherries and prepared spinach have become sadly mixed in the canning process and, to make matters worse, the mixing often has been performed designedly.

The solution—if solution there should be—for this distressing state of affairs lies in but one direction. If we can not teach our people to learn, we can at least point the way toward learning, through emphasis on the desirability of hearing more than one point of view, of reading more than one book or magazine article on a given subject, of reading newspapers of opposite political faiths, of questioning every doctrinal statement that can be detected as such in whatever guise it may appear. It is only in this way that people will learn to think for themselves, will approach education, will develop standards of taste and discrimination of sufficient sturdiness to offset the onslaughts of mislabeled, insidious indoctrination falsely masquerading in the habiliments of education.

Propaganda, good and bad, never has endangered a truly educated person. But propaganda, good and bad,

always will endanger poorly or partially educated persons who have not yet learned to think for themselves, who have not yet developed a selective technique. The world consists of the latter group in amazingly large majorities.

We shall doubtless never succeed in unmixing education and propaganda. It therefore follows that we must make the maximum use of the mixed diet upon which we now are fed. Subsist we must upon canned ration, but every effort to balance it, to counteract its effect through the specific of discrimination, is an advance toward a system of sociological and educational dietetics that assuredly will increase the mental stature of the human race.

In adult education there is often raised the question of indoctrination. Deans and professors of education are fond of maintaining that indoctrination is present in all teaching, that it can not be eliminated, and that it is folly to attempt to combat it. To whatever degree this may be true in the education of children or even of college students, the question remains as to whether it is true with groups of adults. It is to be doubted, of course, whether it is possible or desirable that the opinion of the group leader or lecturer on a given subject should be concealed. On the other hand, in most adult groups, certain of the participants may be expected to possess quite as good backgrounds in experience and education as the leader himself. Particularly is this clear in groups dealing with current social questions. The leader's attempts to indoctrinate, whether

conscious or unconscious, will be subjected to constant challenge and criticism with more than an even chance that in a given argument he will come off second best. The wise leader of adult groups, therefore, will make a conscious effort—a determined effort—to state all sides of controversial questions. His own belief may become apparent, but if so he will be quick to label it as opinion on all fours with and not superior to that of the group. An open avowal to educate for the open mind will be found more successful with adult groups than attempts to teach in the commonly accepted sense of that term.

## PART III—TRIAL AND ERROR





## CHAPTER VIII

### THE SIZE OF THE PROBLEM

ENROLLMENT figures, "then and now," in the adult education of 1924 and of 1934, are hazardous in that they represent of necessity only estimates. Few are based on actual count, but some fairly conservative guesses may be illuminating to show the extent of the movement. As has already been brought out, the contrast between the activity of 1924 and that of a decade later depends not upon quantity but upon quality of effort. Also there must be taken into account the incidence of the economic depression, which resulted in decreases in all types of adult education for which enrollment fees were charged. While in the same period there were corresponding increases in the demand for adult education offered free, still the evidence of the demand in many cases failed to creep into the enrollment figures because of depleted budgets. The table on page 60 is to be interpreted generally only and not literally, for in many of the items evidence is not available.

Assuming some color of correctness in these rough estimates, deducting a comfortable ten per cent. for possible over-estimates, and taking into account that

## ESTIMATES OF ENROLLMENT IN ADULT EDUCATION

<i>Form</i>	<i>Year</i>	
	1924	1934
Agricultural Extension .....	5,000,000	6,000,000
Alumni Education .....	1,000	11,000
Art and Museums .....	5,000	30,000
Community Organization .....	500	5,000
Private Correspondence Schools .....	2,000,000	1,000,000
Courses in Adult Education .....	.....	1,000
Organizations of the Foreign Born ..	10,000	10,000
Open Forums .....	250,000	250,000
Library Adult Education .....	200,000	1,000,000
Lyceums and Chautauquas .....	3,000,000	1,000,000
Men's and Women's Clubs .....	1,000,000	1,000,000
Music .....	1,000	6,000
Negroes .....	.....	5,000
Parent Education .....	15,000	60,000
Prisoners .....	3,000	10,000
Public Schools .....	1,000,000	1,500,000
Radio Education .....	500,000	5,000,000
Recreation (Indoor) .....	1,000,000	2,000,000
Religious Groups .....	150,000	200,000
Settlements .....	5,000	15,000
Special Schools .....	40,000	80,000
Theaters, Puppets, etc. ....	1,000	5,000
Training by Corporations .....	100,000	50,000
Training Leaders .....	.....	3,000
Unemployed (Relief) .....	.....	2,250,000
University Extension .....	200,000	300,000
Vocational Education (Adults) .....	300,000	400,000
Vocational Guidance (Adults) .....	10,000	25,000
Vocational Rehabilitation .....	60,000	80,000
Workers' Education .....	30,000	15,000
	<hr/> 14,881,500	<hr/> 22,311,000

the figure in each case has been arrived at by an approximation of the number of individuals continually (and not sporadically) engaged, it would seem that adult education in the United States involves approximately twenty million persons, one-sixth of the total population, and considerably more than half

of the total school population of 36,000,000 children in the country. That the demand is steadily increasing, with every indication that a large part of it will be met by expenditures from public tax sources, poses a financial problem alone worthy of serious consideration. A highly conservative estimate of expenditure of ten dollars per person per year gives the tidy total of two billions of dollars, a respectable sum annually indeed even in these years of alphabetical distribution of wealth. For the decade under examination, it is not unreasonable to hazard the opinion that adult education has cost the American people from ten to twelve billions of dollars for upkeep. Of this sum, assuredly not more than one-twentieth of one per cent. has been invested in educational experimentation and of the resultant six million dollars at least one-third has been provided by the Carnegie Corporation of New York.

## CHAPTER IX

### EXPERIMENTATION

IN considering expenditures for adult education it is difficult, as in any new field, to distinguish between financial outlay for support alone and for that which may fairly be called experimentation. New ventures in education, whether for adults or children, are always experimental, and there is no sharp dividing line in time between the period of experimentation and that of regular operation. This question at once arises in the administration of an experimental fund such as that which has been provided by the Carnegie Corporation of New York for adult education since 1926. In the opinion of applicants for grants from such a fund, the period of experimentation literally never ceases. There remains to be done always "something new under the sun" and it is surprising to note the number of those organizations willing to bask continuously and without interruption for as many years as possible in the rays from the financial sun of an experimental fund. The problem faced by any board or committee lies in a shrewd estimate of the time when the "experiment" ceases to break new ground in such quantity as to justify the expenditure of experi-

mental trust funds. Except in the cases of experimental ventures initially planned for a longer period, it seems reasonably safe to assume the normal upper limit of an experimental period to be three years. Certain experiments, of course, pass into the normal operations phase at a much earlier period.

If it is assumed that there may have been spent six million dollars upon adult education experiments in the last ten years, it is pertinent to enquire whether this sum has yielded results comparable to the size of the expenditure. When the relationship of this sum to the total expended is considered—one-twentieth of one per cent. of the whole—it would seem that the amount set aside for experimentation in a new field of educational endeavor is in all conscience small enough. In fact, the amount is all too small, as any educational administrator would testify. The figure could, of course, be padded out considerably if the sum expended for agricultural experimentation could be added, for the Federal government and the states together spend many millions of dollars annually upon research and experimentation in vocational agriculture, the results of which through adult education are promptly transmitted to the 6,000,000 rural dwellers who constitute the clientele of agricultural extension. But we here shall speak only of direct educational experimentation in methods and subject-matter approaches to adults. Of experiments of this classification there are all too few, and most of those which have been carried on are attributable, in part at least, to the

experimental fund set up annually by the Trustees of the Carnegie Corporation of New York and to other direct grants made by them. The American Association for Adult Education has been the recommendatory body in the development of the Corporation's program.

In the last ten years, the Carnegie Corporation has made grants in the interest of adult education totalling \$2,964,342.56. Of this total, roughly two-thirds may be said to have been applied to enquiry and to experimental ventures. Thus \$2,000,000.00 must be accounted for and its expenditure justified upon a basis of new knowledge gained in the business of educating adults or helping them to educate themselves. The remaining \$1,000,000.00 has been invested in general organizational and institutional support, often of course with an ultimate experimental objective in view.

It will be pertinent to the attempt in Chapter X to appraise results over the ten-year period in the various sub-sections of the adult education field, if there is first made a preliminary grouping or a "break-down" of the \$2,918,342.56 total figure. The following paragraphs provide such a classification, with certain observations and explanations necessary to a more complete understanding of the principles of expenditure involved than would be yielded by mere group captions in tabular form. All of the grants included in the following classification have been made to adult education organizations engaged in educational enquiry.

*General*—\$470,050.00: The largest item in this group—\$290,700.00—has been allocated for the general administrative support of the American Association for Adult Education, and \$60,000.00 of the sum appropriated remains yet to be spent in the years 1934-35 and 1935-36. Complete details of these expenditures are published annually in the reports of the Director of the Association in behalf of the Executive Board, 1927-34 inclusive. Since the formation of the American Association itself was highly experimental in nature, the Trustees of the Corporation wisely saw fit to extend it support by means of two five-year grants made in 1926 and 1931, the latter having still two years to run.

Publications in the adult education field are responsible for \$98,750.00 of the remainder, chief among these being the *Journal of Adult Education* with an expenditure of \$86,550.00 during the six and one-half years of its existence. The *Journal*, from the start an experiment, has proved to be a most potent unifying force in the field of adult education. Both within and without the Association its influence has been a definite factor in emphasis upon quality of effort. It has facilitated the exchange of information about adult education immeasurably and since its founding has been the capstone of the clearing house function of the Association.

Other publications ventures have included the *Handbook of Adult Education in the United States*, pub-

lished in 1934, the first compendium of information in this field and already proving its usefulness by a wide distribution on a sales basis. The institution of a Revolving Fund for Publications in adult education in 1930 has proved advantageous, several brochures having been published through its use, notably *Unemployment and Adult Education*, M. A. Cartwright, ed., 1931. The revolving fund also was used to print the Handbook, to issue a second edition of W. S. Gray's and Ruth Monroe's *The Reading Interests and Habits of Adults*, Macmillan, 1929, and for other minor publications. A special fund of \$2,500.00 made available in 1933 (included in the publications total) was used for the publication of Alvin Johnson's *Deliver Us from Dogma*, a collection of essays on adult education, and of a brochure, Lyman Bryson's *A State Plan for Adult Education*. It also aided in the publication, by the Womans Press of the Young Women's Christian Association, of *Leisure-Time Interests and Activities of Business Girls*, by Janet Fowler Nelson. A special fund of \$1,200.00 provided in 1932 made possible the publication, by the Massachusetts Commission on the Enrichment of Adult Life, of a state survey of facilities entitled *Adult Education in Massachusetts*, by W. F. Stearns. Parke R. Kolbe's *Urban Influences on Higher Education in England and the United States* was similarly published in 1928 through the provision of \$1,000.00, also included in the total. A like sum of \$1,000.00, provided in 1933, has made possible through the *Journal of Adult Education* a co-



operative publications program with the membership of the Department of Adult Education of the National Education Association.

The original studies of the entire field of adult education made by the Carnegie Corporation, the publications resulting therefrom, and the preliminary conferences, national and regional, represent a total investment of \$65,100.00. The various digests of proceedings of the conferences all were published by the Corporation, and the studies, through arrangement by the Corporation with the Macmillan Company, as follows: O. D. Evans' *Educational Opportunities for Young Workers*, 1926; A. L. Hall-Quest's *The University Afeld*, 1926; J. S. Noffsinger's *Correspondence Schools, Lyceums, Chautauquas*, 1926; and Nathaniel Peffer's *New Schools for Older Students*, 1926. In 1927, through arrangement by the Corporation with Harcourt, Brace & Company, appeared Dorothy Canfield Fisher's *Why Stop Learning?*, the important omnibus study which brought to large numbers of the lay public their first knowledge of the adult education field.

It is worth noting that of the approximately \$150,000.00 (including Corporation expenditures direct) devoted to adult education study and publication over the entire period, almost all has been devoted to the task of making available to those concerned with adult education actual accounts of experimentation conducted in the field. Certainly this is the chief function of the *Journal of Adult Education*, which accounts

for more than half of the expenditures under this heading.

Minor grants completing the total for general adult education amount to \$15,500.00 and include \$10,000.00 for administrative expenses in connection with the Federal government's program in adult education, \$3,500.00 for the conferences conducted in various parts of the country by Professor L. P. Jacks of Oxford, and \$2,000.00 for an experimental summer session at Teachers College, Columbia University, in 1929.

#### SUMMARY—GENERAL ADULT EDUCATION

American Association for Adult Education .....	\$290,700.00
Carnegie Corporation Studies and Conferences .....	65,100.00
Publications .....	98,750.00
Miscellaneous .....	15,500.00
	<hr/>
Total .....	\$470,050.00

*Education for Citizenship*—\$139,000.00: It is apparent that the two chief items in this grouping were not for experimentation in adult education. The first is a sum of \$50,000.00, appropriated in 1924 to the League for Political Education for the completion of the Town Hall of New York, a building which, however, has been used largely for adult education purposes since its erection. The second was a series of support grants made from 1924 to 1931, totalling \$75,000.00, to the Institute of Politics of Williamstown, Massachusetts. The Williamstown Institute was important experimentally in the first years of its existence, for it was the forerunner of many institutes of

international relations held in various parts of the country, but for the period represented by this grant it had clearly passed out of the experimental stage. In addition, grants of \$5,000.00 and \$1,000.00 respectively, to the American Friends Service Committee for Institutes of International Relations in 1932 and to the Foreign Affairs Forum of New York in the same year were for support.

Grants made in 1928 and 1931, totalling \$8,000.00, to the National Society for Penal Information and the Education Committee of the American Prisons Association broke new ground, however, for they made possible the first studies of adult education in penal institutions, carried out by Austin H. MacCormick, later to be appointed Commissioner of Corrections in New York City by the Fusion administration. Mr. MacCormick's study was published by the Society in 1931 under the title *The Education of Adult Prisoners*. As a sequel to this effort there was later published, by the American Library Association, *The Prison Library Handbook*, resulting in improved library service to a section of the public perhaps not contemplated by Mr. Carnegie when his first library benefactions were visualized.

## SUMMARY—EDUCATION FOR CITIZENSHIP

Prison Education Studies .....	\$ 8,000.00
Town Hall, New York .....	50,000.00
Institute of Politics, Williamstown .....	75,000.00
Miscellaneous .....	6,000.00
Total .....	<hr/> \$139,000.00

*Alumni Education*—\$57,000.00: The entire allocation to this grouping, one which has existed only since 1927, has been used for study and experimentation. W. B. Shaw's *Alumni and Adult Education* was published by the American Association for Adult Education in 1929 as a result of a Corporation grant of \$10,000.00 made for the purpose. A follow-up study is now in preparation by R. A. Beals, a supplemental grant of \$5,000.00 having been made for this purpose, and will be published in the spring of 1935. Initial studies in this field were made by Daniel Grant of the University of North Carolina in 1927 and 1928, but were not published. Grants totalling \$11,000.00 were made to the University for these studies.

Grants totalling \$15,000.00 were made in 1931 and 1933 to the Society for the Promotion of Engineering Education for experimental summer schools of engineering teaching, at which much was learned for future guidance in the post-graduate instruction of practicing engineers. In 1930, grants of \$2,500.00 each were made to Lawrence College, Lafayette College, University of Michigan, Vassar College and Ohio State University, all of whose resulting experiments have been described in the *Journal of Adult Education*. The Ohio State experiment has resulted in a separate publication by F. F. Stone and Jessie A. Charters, *Alumni Interest in Continuing Education*, Ohio State University, 1932. In 1931 and 1932, Stevens Institute of Technology opened its experimental Engineering Alumni Institute, which has been so successful, even in the de-

pression years, as to have established itself on a self-sustaining basis. Grants of \$1,500.00 and \$1,000.00 in the two years aided the initiation of this venture. In 1929 and 1931, two grants of \$500.00 each were made to the Columbia University Club of New York, which aided the Club in establishing regular classes for alumni in the club building.

## SUMMARY—ALUMNI EDUCATION

Studies .....	\$ 26,000.00
College and University Experiments .....	12,500.00
Engineering Summer Schools .....	17,500.00
Alumni Club Experiment .....	1,000.00
Total .....	\$ 57,000.00

*Community Studies in Adult Education—\$290,700.00:* Because in most adult education enterprises it is the community, large or small, that forms the base for experimentation, it is but natural that the Corporation should have expended as much as \$197,200.00 in community studies and experiments of various types. The yield in information concerning the needs, interests and attitudes of adults residing in urban communities of differing size has been rich, but the surface is only scratched. Much yet remains to be done in studies, researches, experimentation and demonstration.

In this grouping it is but fair to deduct at once three groups of grants, totalling \$93,500.00, as not lying in the fields of study or of experiment. The first is an item of \$31,000.00 appropriated from 1927 to 1933 to the Dallas Civic Federation and the Dallas Institute of

Social Education for general support. Although the Dallas group constitutes possibly the best of the community organizations for adult education, it had passed out of the experimental stage when the Corporation commenced its support in 1927, for at that time it had already been in existence some eight years. Peculiar financial conditions abundantly justified the grant, however, and as an experimental hot-house for new ideas, the Dallas enterprise still is outstanding. In 1928, an emergency support grant of \$2,500.00 was made to the Ford Hall Forum, a long-established community venture in Boston. Again extraordinary financial conditions made the action desirable. In 1931 and 1933, a total of \$60,000.00 was granted to Cleveland College of Western Reserve University, which was in financial difficulties. As the institution at that time was responsible for the administration of the Adult Education Association of Cleveland, one of the pioneer community organizations for adult education, exceptional action seemed advisable.

The sum of \$197,200.00 expended in studies has been variously applied. From 1925 to 1927, the Cleveland Conference for Educational Cooperation was engaged in a continuing study of the educational needs of that city. The report of the Conference and of its Committee on Adult Education in 1927 and 1928 did much to throw light upon existing community facilities and possibilities for their more satisfactory utilization. In 1925 and 1927, the Corporation made grants totaling \$60,000.00 to this group, part of which was used in

study and part in the offering of experimental programs.

In 1926, the Buffalo Educational Council, a similar group in that city, embarked upon a survey of arts and adult education agencies in Buffalo, financed by the Corporation in the sum of \$10,000.00. The results of the survey were published by the American Association in the same year under the title, *Adult Education in a Community*, C. S. Marsh, ed., and received wide distribution.

In 1929, the then recently formed Brooklyn Conference on Adult Education initiated a community study of adult education needs and facilities, financed by a grant of \$11,000.00 made by the Corporation. The results were published by the Macmillan Company in 1931 under the title *The Making of Adult Minds in a Metropolitan Area* by Frank Lorimer.

In the years 1929, 1930 and 1931, the Corporation made grants totalling \$19,000.00 to the California Association for Adult Education, the first (and experimental) attempt to marshal the forces of an entire state in support of adult education. In 1934, the American Association published the results of this experiment in a brochure entitled *A State Plan for Adult Education*, by Lyman Bryson, director of the California organization. Other state organizations have since come into being and are profiting from the far-western experience.

Prior to 1930 considerable effort had been made to enquire into the adult education needs of large cities and of rural areas, but little attention had been paid

to small cities in which dwell, of course, an exceedingly large portion of the population of the country. Accordingly, by means of a grant of \$5,000.00 made by the Corporation, the National Council of the Young Men's Christian Associations commenced a study of adult education needs in Meriden, Connecticut, a city with a population of about 35,000. A non-partisan, non-sectarian community committee was formed through whose volunteer efforts an "interest-finder" was applied to a fair cross-section of the residents of the city. The results were most enlightening from the point of view of local use, but even more interesting from that of the development of a technique applicable generally for the discovery of such information. The findings were described in the *Journal of Adult Education* in 1931 and in various Y. M. C. A. publications. Additional studies of the materials derived have been made and are awaiting publication.

Sociologists forecast in American life a large increase in suburban or "city-country" dwelling, a compromise type of living confidently expected to replace much of the "hiving" in cities and to a certain extent to supplant truly rural existence in those sections of the country adjacent to large centers of population. Through two grants of \$5,000.00 each, made in 1931 and 1932, the Corporation aided the Westchester County (New York) Recreation Commission and the Columbia University Group of the Social Science Research Council in an interesting study of suburban living, including educational facilities and needs (particularly in the



arts) in Westchester County. The results have made their appearance in the book, *Leisure—A Suburban Study* by George A. Lundberg and others, published by the Columbia University Press in 1934. The volume promises to be of high value to those who contemplate participation in community and regional adult education surveys.

In 1931 and 1932, through grants totalling \$9,000.00 made by the Corporation to the Radburn Association of Radburn, New Jersey, there was conducted a detailed study of the adult education needs of a single suburban community. With a program in operation, careful observation and questioning of almost the total adult population of an extraordinarily homogeneous community presented facts of high value in dealing with program-making in adult education. The report on the study was published by the American Association in 1934 under the title *Radburn: A Plan of Living* by Robert B. Hudson.

In 1934, the Dallas Civic Federation commenced in Dallas, Texas, an experiment with a large group of recent high school graduates whose educational needs, because of the economic depression, had assumed the proportions of a major problem for the community. A grant of \$3,000.00 was made by the Corporation for this purpose. Initial results have been most encouraging and the experiment is still under way.

Problems of adult class teaching were studied in 1928 in Northampton, Massachusetts, when the Corporation made a grant of \$2,500.00 to the Northamp-

ton People's Institute. This organization, through co-operation with Smith College and under the leadership of President William A. Neilson, made progress in this difficult field of teaching, the results being applied locally in subsequent years.

New York City, with its five populous and far-flung boroughs, had never been considered a community in the sense that other American cities seemingly qualified under the use of that term. Prior to 1932 it had always been maintained that New York was a series of communities, each more or less distinct, and that of necessity there could be little in common between them. It was with a good deal of curiosity as to the outcome, therefore, that the Corporation agreed to participate financially with a number of other foundations and with the adult education organizations in an attempt to establish a community organization for adult education in the metropolitan area. The New York Adult Education Council was formed and is now nearing the end of a highly successful second year of operation. Grants of \$5,000.00 and \$4,000.00 were made in 1932 and 1933, respectively.

Community activities in adult education had assumed such importance and such numbers that in 1933 the adult education faculty of Teachers College, Columbia University, expressed a desire to devote special effort to community problems. Graduate students, especially equipped by reason of experience and interest, were brought to Teachers College through a \$6,000.00 fund used by the College for individual grants-in-aid. In addition, a grant of \$2,700.00 was

made in support of the program of the Leonia (New Jersey) Community Council, a newly formed organization which it was contemplated should provide a community laboratory for the Teachers College students concerned. An interesting group was brought together at the College, their year of studies having developed a body of information expected to be of considerable use as the effort continues and as Teachers College is able to develop an adult training center.

The most ambitious community-wide adult education experiment yet attempted in the United States is that commenced in January, 1933, at Des Moines, Iowa, under the auspices of the Board of Education of the Des Moines Public Schools and under the personal leadership of Superintendent John W. Studebaker, recently appointed United States Commissioner of Education. From the point of view of the Corporation and the Association, the important consideration was to determine the extent to which a program under public school control could meet the cultural needs of an entire community. The Carnegie Corporation, it was contemplated, should meet the cost of experimentation during a five-year period. Grants for the first two years, totalling \$45,000.00, have already been made. On the basis of the success so far attending the enterprise, request is to be made for \$75,000.00 additional to complete the experimental period, when in 1937, the community is to face the question of local support.

More than 1,800 persons appeared for the first six forums. When the capacity of some of the halls—all of them in school buildings—was reached, it was found

necessary to turn people away. In the third month of the experiment the average attendance was about 4,500 persons per week. The director of the experiment and his staff are giving consideration to the establishment of small groups for more thorough discussion of the subject matter presented in the larger forums. The library system of the city has placed its resources at the disposal of forum members. The State Federation of Labor and local labor organizations have given their endorsement. The forums have not been related to the parent-teacher movement. It is interesting to note that the attendance of men compares favorably with that of women.

It is gratifying to note a widespread attempt on the part of other communities to establish community enterprises similar to that of Des Moines. The conception of the school as an adult center is one which may be expected to gain ground rapidly in the next few years.

In connection with the ninth annual meeting of the American Association for Adult Education, a special conference of community organization workers in adult education was held. A general sharing of experience, beneficial to all, resulted, and plans were made for future cooperation calling for a somewhat larger service participation in the community movement on the part of the American Association. The conference was made possible by a special grant of \$5,000.00 by the Corporation. This amount also covered the expenses of preparation and of publication of a brochure entitled *Regional Surveys of Adult Education* by Jacques

Ozanne (1934) which proved both useful and interesting to the conferees.

## SUMMARY—COMMUNITY STUDIES

Cleveland Study .....	\$ 60,000.00
Cleveland College .....	60,000.00
Buffalo Study .....	10,000.00
Brooklyn Study .....	11,000.00
California State Experiment .....	19,000.00
Meriden Study .....	5,000.00
Westchester Study .....	10,000.00
Radburn Study .....	9,000.00
Dallas Study .....	3,000.00
Dallas Civic Federation .....	31,000.00
New York Experiment .....	9,000.00
Teachers College Project .....	8,700.00
Des Moines Experiment .....	45,000.00
Miscellaneous .....	10,000.00
Total .....	<hr/> \$290,700.00

*Urban Organizations—\$236,500.00:* There exist a small number of important adult enterprises under private auspices in large urban centers. These organizations do not pretend to assume community-wide functions, but they nevertheless serve large sections of the population in their cities. Such organizations have proved particularly valuable in serving both as demonstration centers for adult teaching and as the bases for advanced experimental work. Since 1924, the Carnegie Corporation has contributed to the support of such centers, its chief concern being the continued maintenance of the People's Institute of New York. This organization has sponsored the important work done by Dr. Everett Dean Martin and his associates in the Great Hall of Cooper Union and elsewhere. The support accorded totals \$201,500.00, with three years yet

to run during which sponsorship of the effort devolves upon the Trustees of the Cooper Union itself rather than upon the Trustees of the People's Institute.

In addition, emergency support grants, necessitated by the economic depression, were made to the New School for Social Research of New York (for \$10,000.00) and to the New Students League of Philadelphia (for \$5,000.00), both in 1932.

On the experimental side, a grant of \$500.00 was made in 1927 to the People's Institute of New York for a study of certain experimental classes at that time organized by the People's Institute. The American Association published in that year a pamphlet descriptive of these classes, entitled *Experimental Classes for Adult Education* by Philip N. Youtz, which received national distribution. As a direct result also of this study, the American Library Association published in 1927 a revised form of the Columbia General Honors Reading List under the title *Classics of the Western World*. This list was largely used in various parts of the country.

A series of interesting educational experiments with neighborhood groups in Brooklyn was undertaken in 1933 and 1934 by the People's Institute—Neighborhood Guild of Brooklyn, reaching a section of the metropolitan population not theretofore provided with adult education facilities. Progress reports on these experiments, which are still continuing, have appeared in the *Journal of Adult Education*. Grants totalling \$8,500.00 have been made for this purpose by the Corporation.

Business and professional women have received the advantages of a study and an experiment made by two women's organizations on funds supplied by the Carnegie Corporation. In 1929, the American Woman's Association of New York received \$1,000.00 with which certain radical changes in its program were brought about, with excellent effect. The results were described in the *Journal of Adult Education*. In 1931 and 1932, the National Board of the Young Women's Christian Associations commenced an exhaustive study of the educational needs and desires of business and professional women. This enquiry has resulted in the publication by the Womans Press of *Leisure-Time Interests and Activities of Business Girls*, by Janet Fowler Nelson, which has been widely distributed both within and without the Y. W. C. A. The study was made possible by two grants of the Corporation of \$5,000.00 each in 1931 and 1932.

## SUMMARY—URBAN ORGANIZATIONS

People's Institute of New York .....	\$201,500.00
New School for Social Research .....	10,000.00
New Students League .....	5,000.00
People's Institute—United Neighborhood Guild .....	8,500.00
National Board, Y. W. C. A. ....	10,000.00
Miscellaneous .....	1,500.00
Total .....	\$236,500.00

*The Drama*—\$36,712.56: Recognition of the drama as an active force in adult education was extended in 1928, when Kenneth Macgowan was asked to undertake a study of the Little Theater movement in America. A half-year of travel and observation resulted in

the book *Footlights Across America*, published by Harcourt, Brace & Company in 1929. This book had the immediate effect of focusing public attention upon the important relationship between adult education and the Little Theater. The study was made possible by a grant of the Corporation of \$5,212.56.

The Macgowan book also had the effect of bringing together the Little Theater directors, the heads of university dramatic enterprises and others interested in the educational aspects of the theater. After an informal national conference in 1930, a plan was set under way to form a National Theatre Conference, which became a reality in 1932, and immediately through publication, correspondence and conference commenced to meet the already large demand for authoritative information concerning the techniques of operating Little Theaters. The Conference has been made possible by grants totalling \$18,500.00 voted by the Corporation from 1930 to 1934. One specific grant in aid of a Little Theater was made by the Corporation in 1925, when it supplied \$13,000.00 for equipment for the "Carolina Playmakers," the outstanding theater group of the University of North Carolina.

#### SUMMARY—THE DRAMA

Macgowan Study .....	\$ 5,212.56
National Theatre Conference .....	18,500.00
University of North Carolina .....	13,000.00
Total .....	<hr/> \$ 36,712.56

*Adult Elementary Education*—\$71,000.00: At the start of the adult education movement in 1924, perhaps



the best known sub-section of the field was that devoted to adult elementary education and education for the foreign born. In 1925, the Carnegie Corporation made a grant of \$5,000.00 to the Foreign Language Information Service, a national organization with headquarters in New York, for a study of the adult education programs of foreign language organizations. The number and extent of these programs had not been fully known prior to this study.

In the same year, the Corporation aided the Council on Immigrant Education, to the extent of \$2,000.00, in bringing out a set of adult primers. These were entitled *Help Yourself Lessons*, by Winthrop Talbot, published by the American Language Press in 1926. They received a considerable use among factory employees and in industry generally.

In the summer of 1931, a study to determine the ability of adult illiterates to learn was undertaken in the state of South Carolina under the auspices of the state's Department of Education. Funds totalling \$6,500.00 were granted by the Carnegie Corporation. The results provided the psychological basis upon which to plan educational programs for this alarmingly large section of the country's population. The American Association published full data upon the study in a brochure, issued in 1932, entitled *The Opportunity Schools of South Carolina*, written by the triumvirate which had charge of the study, Professor W. S. Gray of the University of Chicago, Miss Wil Lou Gray of the South Carolina Education Department, and Mr. J. W. Tilton of Yale University.

Support grants in this field were made by the Corporation as follows: to the Emergency Committee for Non-English Speaking Women of New York, \$2,000.00 in 1924; to the Foreign Language Information Service, \$47,500.00 from 1924 to 1933; to the Council on Adult Education for the Foreign Born of New York, \$8,000.00 from 1927 to 1931.

SUMMARY—ADULT ELEMENTARY EDUCATION

South Carolina Study .....	\$ 6,500.00
Miscellaneous Studies .....	7,000.00
Foreign Language Information Service .....	47,500.00
Miscellaneous Support .....	10,000.00
	<hr/>
Total .....	\$ 71,000.00

*International Adult Education—\$47,000.00:* The Carnegie Corporation, through the American Association for Adult Education, has made possible American representation at all important international conferences on adult education since 1926. Grants made in 1928, 1931 and 1932 totalling \$14,000.00 enabled the United States to send a notable delegation, headed by the Honorable Newton D. Baker, to the first World Conference on Adult Education held at the University of Cambridge, England, in 1929, and to have adequate representation at meetings of the Council of the World Association for Adult Education held in various European countries since that time.

Grants totalling \$17,000.00 were also made, in 1926 and 1928, in support of the World Association's publication program. These funds made possible the issu-

ance by the World Association, of the *International Handbook of Adult Education* in 1929, and the *Proceedings of the World Conference* in 1930. They also caused the World organization to initiate a new *International Quarterly of Adult Education* which unfortunately, because of the disorganization induced by the world-wide depression, suspended publication at the close of 1933, the second year of its issuance. The Carnegie Corporation fund was also used to issue *Adult Education and Unemployment* in 1932, a brochure containing a report on the conference on this subject assembled by the World Association in Vienna in 1931.

Canadian adult education interests have also been served by the Corporation in the provision, in 1932, of \$6,000.00 used as grants-in-aid for eight Canadian students of rural life to study, in the summers of 1932 and 1933, the Scandinavian systems of rural folk high schools. Upon their return to Canada, the recipients of the grants-in-aid set about a survey of Canadian adult education and, coincidentally, a group of those interested in adult education in Ontario, headed by officers of the University of Toronto, considered the advisability of organizing adult education in Canada. Through the good offices of the American Association, the two groups were brought together, an all-Canadian Symposium on Adult Education was held at Toronto in June, 1934, and plans are under way for a permanent organization. The Corporation has made available to the American Association a fund of \$10,000.00 with

which to facilitate Canadian adult education organization.

SUMMARY—INTERNATIONAL ADULT EDUCATION

World Association Publications .....	\$ 17,000.00
Conferences .....	14,000.00
Canadian Grants-in-Aid .....	6,000.00
Canadian Cooperation .....	10,000.00
	<hr/>
Total .....	\$ 47,000.00

*The Library—\$63,000.00:* The total here given for the development of the idea of adult education in the libraries of the country is misleading, in that it does not take into account the very large grants made by the Corporation to the American Library Association for its general purposes. The latter organization has carried the national burden of energizing the libraries in this field, and a reasonable amount of its income from all sources (including the endowment fund of \$2,000,000.00 granted it by the Corporation) has been devoted since 1927 to adult education purposes. Experimental work in the libraries, of which there has been a great deal, has in the main been carried by local library funds. The border line between adult education in the library and just plain, good library service is happily not clear, so that much library experimentation is rightly chargeable to the adult education total. The development of parish libraries in the state of Louisiana, made possible by a series of grants from the Corporation to the League of Library Commissions, is a case in point, since the adult education implications of such an experiment are many and varied.

The first formal glimpse of the possibilities of the library as an out-and-out educational institution was given to the profession in 1924, when the President of the Corporation (at a cost of \$2,000.00) caused to be published W. S. Learned's *The American Public Library and the Diffusion of Knowledge* (Harcourt, Brace & Company, 1924). The librarians' response to Dr. Learned's challenge was thoughtful even if not enthusiastic, many feeling that his visualization of the library of the future went too far in the direction of education.

As the Carnegie studies in adult education progressed, it became clear that a separate study on the relation between public libraries and adult education would be highly desirable. Accordingly, upon the formation by the American Library Association of its Board on the Library and Adult Education, a two-year study was financed through a grant of \$24,500.00. This resulted in the publication in 1926, as a member of the Series on Adult Education of the Macmillan Company, of *Libraries and Adult Education*. This publication, coming as it did from library sources and containing definite recommendations vitally affecting the conduct of public libraries, provoked wide discussion and salutary argument. The acceptance of almost all of the major contentions by the more forward-looking public libraries in the eight years that have followed the issuance of the volume is a tribute to the worth of the original study.

In 1930, through a grant of \$4,000.00 made by the

Corporation, the library committee of the American Association for the Advancement of Science, with the cooperation of the library profession, was able to place before the reading public a series of reading lists in science, issued in edition sizes of many thousands each. The lists were rapidly consumed by the public.

In 1926 and 1931, grants of \$5,000.00 each enabled the American Merchant Marine Library Association to conduct several experiments in the conduct of supervised educational services for seamen. The plan that has proved most satisfactory involves the visitation of ships while in port by a trained librarian.

As a result of the founding of the Memorial College of Newfoundland, there was formed in that country—an area presenting especially knotty problems in rural adult education—an Adult Education Association of Newfoundland. Grants totalling \$22,500.00, made by the Corporation from 1926 to 1933, have enabled the Newfoundlanders to establish a traveling library and educational extension service and to hold experimental summer schools.

#### SUMMARY—THE LIBRARY

Library—Adult Education Studies .....	\$ 26,500.00
Science Reading Lists .....	4,000.00
Merchant Marine Experiments .....	10,000.00
Newfoundland Experiments .....	22,500.00
Total .....	<hr/> \$ 63,000.00

*Museums—\$151,500.00:* The largest grants made in the Museums category have been for support purposes. In 1925, the American Museum of Natural His-

tory in New York received from the Corporation \$75,000.00 for the support of its educational facilities, and, in 1926, the New York Botanical Garden was the recipient of \$30,000.00 from the same source for the support of its public education program. Both institutions serve the needs of large numbers of children as well as of adults. In 1933, a grant of \$10,000.00 was made to the Buffalo Museum of Natural Sciences for the support of its educational program, but this sum may fairly be considered as largely spent for experimental purposes, for the Buffalo institution is a constant source of new methods in museum education.

Aside from the ambitious study of museum administrative problems made for the Corporation by Mr. Paul Rea in 1931, studies and researches in museum education have not been lacking. A grant of \$2,500.00 to the American Association of Museums in 1926 and a subsequent grant of \$29,000.00 in 1932 to Yale University have made possible a series of researches conducted under the supervision of E. S. Robinson, Professor of Psychology, that have thrown much light upon problems of museum installation, "museum fatigue," labelling, and other techniques of presentation of subject-matter material. In 1928, the Association of Museums published Professor Robinson's *The Behavior of the Museum Visitor* and subsequent publications have been made in technical and scientific journals. In 1927, the Corporation at a cost of \$5,000.00 also financed the study of small museums made by L. V. Coleman, Director of the American

Association of Museums, resulting in the *Manual for Small Museums* (Putnam, 1927).

The considerable study and experimentation in art museums, most of them having a close relationship to adult education, have not been dealt with here, since such grants have been classified as within the Arts program of the Corporation.

#### SUMMARY—MUSEUMS

Museum Education Studies .....	\$ 36,500.00
Buffalo Society of Natural Sciences .....	10,000.00
American Museum of Natural History .....	75,000.00
New York Botanical Garden .....	30,000.00
Total .....	<u>\$151,500.00</u>

*Negro Adult Education—\$47,000.00:* Two pioneering experiments in Negro adult education have been carried out during the last three years in the Harlem district of New York City and in Atlanta, Georgia, both under the auspices of the public libraries of the cities concerned. These experiments mark the first cultivation of a hitherto untouched field and both have been successful to an unlooked-for degree. The locations for the experiments were chosen designedly, in order that the educational needs of the northern Negro might serve as a check upon those of the southern, and *vice versa*. The two experiments have been financed by grants made by the Carnegie Corporation from 1931 to 1933 totalling \$31,000.00, supplemented by grants totalling \$15,000.00 within the same period made by the Julius Rosenwald Fund. In connection



with the experiments, there have been made available the services, as observer and critic, of Alain Locke, Professor of Philosophy in Howard University, a Negro educator of high standing. Professor Locke's findings have been of great value in determining the worth of the experiments. His observations and other reports on the experiments appear from time to time in the *Journal of Adult Education*.

In addition, the Corporation has made grants, totaling \$6,000.00 in 1931 and 1932, to the New York Public Library for the development of the well-known Schomburg Collection of Negro Life and History. This collection has been of direct value to the adult education experiment in Harlem, and to it is attributable a considerable measure of the success of the experiment.

The position of the Negro educationally in South Africa has also interested the Corporation, as evidenced by two grants of \$5,000.00 each in 1931 and 1932 to the Fort Hare (South Africa) Y. M. C. A. for support of its program of inter-racial cooperation.

#### SUMMARY—NEGRO ADULT EDUCATION

Harlem and Atlanta Experiments .....	\$ 37,000.00
(\$15,000.00 additional from Rosenwald Fund)	
South African Experiment .....	10,000.00
Total .....	<hr/> \$ 47,000.00

*Occupational Education—\$551,580.00:* The huge field of occupational education, by far the largest in point of actual, formal enrollments in adult education in the United States, has received somewhat more than

one-sixth of the total devoted to adult education by the Corporation in the last ten years. The appropriations for general support in this field have been small, almost the entire amount having been expended for studies and researches, for experiments and demonstrations.

Of the \$72,750.00 devoted to general support of existing organizations, grants were made as follows: in 1924 and 1925, to the Bureau of Vocational Information, \$10,000.00; in 1925, to the Franklin Foundation, Inc., of Boston, \$50,000.00; in 1932, to the Vocational Service for Juniors, \$5,000.00; in 1933, to the Joint Vocational Service, \$6,000.00; in 1933, to the National Vocational Guidance Association, \$1,750.00.

The record of studies, enquiries and experiments is long and interesting. In 1926, a study of the adjustment problems of employed boys was made by the National Junior Personnel Service, financed by a grant of \$5,000.00 from the Corporation. In the same year, on \$5,000.00 provided from the same source, the Vocational Service for Juniors undertook a study of the need of guidance for evening school students. The results of both studies were applied in operations schedules in New York City.

The American Association for Adult Education convened a special conference of leaders in industry and education in New York in 1930 to consider educational problems arising out of technological unemployment. The Honorable Newton D. Baker presided. The proceedings were published by the Association in a brochure *Unemployment and Adult Education*, Morse

A. Cartwright, ed., early in 1931, and considerable space in the *Journal of Adult Education* was given to the same subject. In 1930 also the Association commenced its study of education in industry resulting in the publication in 1932 of *Educational Experiments in Industry* by Nathaniel Pepper, a cross-section examination of the existing programs of large corporate employers. These studies were financed by grants of \$1,500.00 and \$10,000.00, respectively, made by the Corporation.

The Employment Stabilization Research Institute of the University of Minnesota commenced a group of related researches on a wide front in the unemployment field in 1930. The Institute was jointly financed by the Laura Spelman Rockefeller Memorial, the General Education Board, and the Carnegie Corporation, the latter foundation financing in particular the studies in adjustment problems of the unemployed made by the Diagnosis Division of the Institute. Two grants of \$75,000.00 each were made in 1930 and 1932. The techniques developed at the University of Minnesota were given general application to a large city unemployment situation in 1933, when the Adjustment Service of New York City was established. This Service in a period of less than one and one-half years handled upward of 13,000 unemployed men and women, to whom vocational and educational advice was given without cost. Complete reports of this large demonstration of personal adjustment are in preparation. The effort was made possible by an initial grant of

\$100,000.00 made by the Corporation through the Emergency Unemployment Relief Committee of New York. This committee also made available to the Adjustment Service \$88,000.00 in relief wages for the same purpose, and later State Emergency Relief funds were used in meeting the payrolls of the Service. A subsequent grant of \$15,000.00 by the Corporation was applied to the problem of coordinating closely the work of the Adjustment Service and the educational offerings of the Emergency Relief Education Program in New York City.

In 1931, the Corporation granted to the Chamber of Commerce of the State of New York \$4,000.00 to meet the expenses of a study of technical education in the New York metropolitan area. The report was published by the Chamber of Commerce in 1933 under the title *Survey of Adult Technical Education in the New York Industrial Area*.

In the same year, the American Association for Adult Education was enabled by the Corporation's grant of \$7,500.00 to start a series of studies of occupational education, chief among which was the study of the Denver Opportunity School, a unique institution conducted as a charge against tax funds. Professor Fletcher Harper Swift of the University of California and Superintendent John W. Studebaker of Des Moines, Iowa, made the study which was published by the Association in 1932 and distributed to school officials throughout the country under the title *What Is This Opportunity School?*

The interest provoked by these preliminary studies was so great that in 1932 the Corporation provided \$5,000.00 for further studies and conferences in the occupational education field. Numbers of meetings were held and as a result, in the spring of 1932, the National Occupational Conference, consisting of some sixty industrialists and educationalists, was formed as a legal subdivision of the American Association for Adult Education. Grants for its organization and support, and for conferences, studies (many of which have been performed by other organizations), and for a publications program, all made by the Carnegie Corporation, have totalled \$148,630.00 since establishment. The Conference publishes, in cooperation with the National Vocational Guidance Association, the magazine *Occupations*, it maintains a separate staff including a field service staff, and is already proving the means of disseminating on a large scale authentic information concerning guidance and adjustment.

Small grants in 1932 and 1933 have resulted in several interesting studies. The Personnel Research Federation has expended \$3,100.00 of Corporation money in a study of Methods of Research in Occupational Trends. The Institute of Women's Professional Relations has under way a series of studies and researches in the field of women's occupations, financed from grants totalling \$12,500.00 made by the Corporation. The American Woman's Association is making similar studies, financed by a Corporation grant of \$5,000.00 made in 1933. Other studies, publications ventures

and the like have been sponsored by the National Occupational Conference, their cost being included in the general maintenance figure given above.

In 1927, the Corporation made possible the formation by the more reputable private correspondence schools of the National Home Study Council, an organization emphasizing higher academic and business standards in the conduct of this industry. The single grant made was for \$3,000.00.

An interesting experiment, later described in the *Journal of Adult Education*, was conducted in 1931 by the Welfare Council of New York in a successful attempt to develop occupational outlets by means of handicrafts for inmates of Homes for the Aged in the New York area.

#### SUMMARY—OCCUPATIONAL EDUCATION

Support Grants to Various Organizations .....	\$ 72,750.00
Miscellaneous Minor Grants for Studies and Conferences .....	55,200.00
Study of Adult Education in Industry .....	10,000.00
Occupational Adjustment of Unemployed, Research and Demonstration .....	265,000.00
National Occupational Conference .....	148,630.00
Total .....	<u>\$551,580.00</u>

*Parent Education—\$18,000.00:* Since the field of parental education (clearly a subdivision of the field of adult education) has been specifically supported by other foundations, notably by the Laura Spelman Rockefeller Memorial, the Corporation's aid has been limited to general assistance given by the American Association for Adult Education to the parental education movement. One exception is to be noted in the

series of support grants, totalling \$18,000.00 made from 1930 to 1933, to the United Parents Associations of New York City for general support. The highly experimental nature of the program of this, the largest and most influential of the local parents' organizations, was the justification for the exception.

## SUMMARY—PARENT EDUCATION

United Parents' Associations of New York City .....	\$ 18,000.00
Total .....	<u>\$ 18,000.00</u>

*Radio Education*—\$152,000.00: Credit for the development of the field of radio education must be attributed to the American Association for Adult Education. The study of the educational possibilities of radio broadcasting made by the Association in 1929, resulting in the publication by it of the brochure by Levering Tyson entitled *Education Tunes In* in 1930, started a wave of discussion that has steadily mounted since. The Carnegie Corporation provided \$15,000.00 for this purpose. Coincidentally, the Corporation aided the Federal Radio Education Commission, organized under the auspices of the United States Office of Education, to the extent of \$7,500.00 for a similar purpose. The two studies were complementary in that the former dealt chiefly with adult problems while the latter was aimed primarily at the use of broadcasting in schools. The Office of Education published its findings in 1930 under the title *Report of the Advisory Committee on Education by Radio*.

As a direct result of the American Association study there was established in 1930, the National Advisory

Council on Radio in Education, a national clearing house of information for this rapidly growing section of the field of adult education. The Council's published information series, its national assemblies and the Proceedings thereof, its extensive experimental programs and its general serviceability have been responsible for the creation of a listening audience conservatively estimated at 5,000,000 persons. The activities of the Council have been financed by grants aggregating \$130,000.00 from the Carnegie Corporation and by contributions totalling \$62,500.00 from Mr. John D. Rockefeller, Jr.

## SUMMARY—RADIO EDUCATION

Preliminary Studies .....	\$ 22,000.00
National Advisory Council on Radio in Education .....	130,000.00
	<hr/>
Total .....	\$152,000.00

*Recreation—\$10,000.00:* Although recreation, using the term in the technical sense, is undeniably a part of adult education, the Corporation's efforts, with one exception, have been confined to general cooperation through the American Association for Adult Education. The exception lies in the emergency support grant, made in 1933, of \$10,000.00 to the National Recreation Association, the important central clearing house for the country for information in this field.

## SUMMARY—RECREATION

National Recreation Association .....	\$ 10,000.00
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Total .....	\$ 10,000.00



*Research—\$147,500.00:* It is far from the intention, in this report, to attempt to define research, even as the term may be applied to adult education. Certain it is that much of that which is termed research in education, and the impeachment applies to adult education as well, is in fact not research at all but academic or administrative enquiry which ought by all means to be classified under the convenient term of “studies.” The difference may be said to lie in the intention of those charged with responsibility for any particular enquiry under examination. Do they hope to establish the facts in a given field and to propose a course of action through the utilization of known principles of operation? Or do they seek to uncover at present unknown principles and unestablished facts which underlie deeply human action in the operation of education? If the former, quite clearly the terms “studies” or “enquiries” are the better; but if the latter, it is equally manifest that true research is involved. Obviously, the border line between the two will be indistinct and not seldom the well-conducted study will develop into genuine research.

Of the activities dealt with in this section, each of which has been financed by the Carnegie Corporation, the large majority may fairly be termed research. The research ventures fall into two main classifications: the purely psychological investigations dealing with the abilities of adults to learn; and the partly psychological, partly educational researches aimed at the reading interests and habits of adults.

From 1925 to 1927, Professor E. L. Thorndike and his associates in the Institute of Educational Research, Teachers College, Columbia University, in cooperation with a similar group at Stanford University, were engaged in an examination of the psychological principles governing the learning processes as evidenced in adults. It was the first important research to be undertaken in this field and was financed by a grant of \$47,000.00 made by the Corporation. The laboratory experimentation with human beings was done in New York; that with animals, at Stanford. The results, far-reaching in their implications and described elsewhere in this report, appeared in the volume *Adult Learning* by E. L. Thorndike and others, published by the Macmillan Company in 1928. The importance of the basic Thorndike findings can not be too greatly emphasized in considering the impact of adult education upon the public mind in the last ten years.

In 1930, two additional psychological researches were financed, neither of which has yet been completed. A grant of \$15,000.00 was made to the British Institute of Adult Education for a study of the psychology of adult learning in England. For the last three years the Vice-Chairman of the British Institute, Professor A. E. Heath of University College, Swansea, Wales, with his associates has been engaged in a fascinating series of case studies of individuals whose lives have been more or less spent as students in adult education groups in England and Wales. Progress reports indicate returns of the greatest value applicable

both in Great Britain and the United States. In the same year, a group of American-trained Chinese psychologists connected with the Chinese Mass Education Movement planned a study of the Durability of Adult Learning, an attempt to carry the Thorndike findings one step further. Unsettled conditions, political and otherwise, have caused the postponement of the commencement of the investigation until the present year.

In 1928, there was formed jointly by the American Association for Adult Education and the American Library Association, a Committee on Adult Reading charged with the important duty of planning studies and researches in the reading interests and habits of adults. Two educational psychologists of the University of Chicago, Professor W. S. Gray of the Department of Education and Professor Douglas Waples of the Graduate School of Library Science, were associated with the committee, which has met annually since. From 1928 to 1932, grants totalling \$26,500.00 have been made in support of the research program of this committee. The first volume to appear containing the results was *Reading Interests and Habits of Adults* (Macmillan, 1929), by W. S. Gray and Ruth Munroe. It was followed by *What People Want To Read About* (University of Chicago Press, 1931), by Douglas Waples and R. W. Tyler. A third volume, *What Makes a Book Readable*, a study of the reading achievement of adults of limited education, by W. S. Gray and Bernice E. Leary, is now in press and will be published

early in 1935. The value of these studies to librarians and to those charged with responsibility for program-making in adult education has already been great. The books, as they have appeared, and numerous articles in the educational and scientific press, including the *Journal of Adult Education*, have not only provoked wide comment but already have been used as guides in many interesting local situations.

The remaining activities in this category may be more accurately termed educational studies than research. The Society for the Promotion of Engineering Education in 1928 was encouraged to undertake a study of non-collegiate technical education, designed to throw light upon a little known field and as well to aid in the solution of certain difficult problems of engineering education at the collegiate level, where an exhaustive study had just been completed. The results were published by the Society in 1931 under the title *A Study of Technical Institutes* by W. E. Wickenden and R. H. Spahr.

Studies of problems in the education of the blind were financed by the Corporation when, in 1930, a grant of \$2,500.00 was made to the University of Kansas, followed by two appropriations of \$10,000.00 each to the American Foundation for the Blind, for the development and preparation of long-playing phonograph records used for instructional and recreative purposes.

Three small grants, totalling \$7,500.00, were made by the Corporation to the American Association for

Adult Education in 1932 and 1933 for special studies. The first, of \$2,500.00, was for the preparation and publication of a study of discussion technique. In 1934, the Association published the result, *Discussion Methods for Adult Groups* by Thomas Fansler, containing case studies of the Forum, the Discussion Group, and the Panel. The increasing use of this volume by discussion leaders is gratifying, for discussion techniques often prove the factor upon which success depends in adult teaching. The public lecture field was also subjected to examination by Nathaniel Peffer acting for the American Association. His findings have been filed with the Corporation and the Association in the form of a confidential report. Articles from his pen have also appeared in the *Journal of Adult Education*. This study was financed by a grant of \$3,000.00. The American Association is scheduled to publish in 1935 its long awaited Report on Research Problems in Adult Education. Successive committees since 1926 have accumulated materials for this report, the organization and presentation of which presents a problem difficult indeed of solution. The Corporation has made a grant of \$2,000.00 to cover costs of preparation and of publication.

## SUMMARY—RESEARCH

Psychological Research .....	\$ 67,000.00
Reading Research .....	26,500.00
Study of Technical Institutes .....	24,000.00
Studies in Problems of the Blind .....	22,500.00
Miscellaneous Studies .....	7,500.00
Total .....	<hr/> \$147,500.00

*Science*—\$11,500.00: Wonderment that the field of science teaching in adult education should be so little developed led the American Association for Adult Education in 1934, at the suggestion of the Carnegie Corporation, to undertake a careful study of the situation. The services of Dr. Benjamin C. Gruenberg were secured for a half-year period, a conference of leading scientists was assembled under the chairmanship of Dr. Max Mason, President of the Rockefeller Foundation, and later a permanent committee on Science in Adult Education was appointed under the leadership of Dr. John C. Merriam, President of the Carnegie Institution of Washington. The Gruenberg report, now in preparation, will be published in the spring of 1935. The activities have been made possible by grants of the Corporation totalling \$8,500.00.

In 1931, the Corporation supplied \$3,000.00 to the National Parks Association in support of that organization's important study of the educational and inspirational use of the national parks. This report has outlined principles of action which it is hoped the National Parks Service will follow for many years to come.

#### SUMMARY—SCIENCE

Study of Science in Adult Education .....	\$ 8,500.00
National Parks Study .....	3,000.00
	<hr/>
Total .....	\$ 11,500.00

*Rural Adult Education*—\$97,550.00: One of the most important but at the same time one of the most

unsatisfactory fields for study, investigation, and experiment in adult education is that represented by rural dwellers. The unsatisfactory element lies in the almost insurmountable difficulty of measuring results among people who live at widely separated intervals and who are also, by the very nature of their existence, rock-bound individualists. The importance of developing rural adult education may easily be inferred from the fact that a slight majority of the population of the United States may fairly be said to dwell under rural conditions, residing on farms and in small towns and villages.

When the initial Carnegie studies of adult education were commenced in 1924, there was much talk and some little excitement among sociologists and educators on the practicability of transferring to the American setting the ideas and methods of operation of the Scandinavian folk high schools. The success of the many groups of rural dwellers in Denmark, Sweden, Finland, and Norway was the incentive to experimentation in America. The results in this country have been varied, dependent largely upon the degree of homogeneity of the community residents selected for demonstration, and further dependent upon the degree to which the experimenters were willing to alter the Scandinavian procedure to meet American conditions. From 1924 to 1926, the Corporation made grants in support of two experimental schools: \$7,800.00 to the Pocono People's College of Pennsylvania and \$4,000.00 to the John C. Campbell Folk School of North Carolina. The

latter institution is thriving today and is a valuable experimental center for problems of the southern mountain whites. In 1933, the Corporation aided Berea College, Kentucky, to the extent of \$750.00, in a successful attempt to bring programs of education and recreation to southern mountain whites in inaccessible areas. A number of folk schools benefited by this effort, which has been described in the *Journal of Adult Education*.

From 1928 to 1932, the American Association through the aid of the Carnegie Corporation was engaged in an ambitious series of studies and experiments in rural adult education, covering many states of the Union and dealing with residents of widely differing types of rural settings. The total cost of these studies and experiments was \$72,500.00. They resulted in numerous articles in rural and country life magazines and in the *Journal of Adult Education*, but more important they presented to the public, in 1933, the first authoritative volume in the field, *Rural Adult Education*, by B. Y. Landis and John D. Willard (Macmillan). The studies and experiments included those made in Barry and Jackson counties, Michigan, with the Michigan State College as the base; the extensive demonstrations in Pennsylvania and neighboring states; and the long series of locally financed experiments carried out in such states as Vermont, New Hampshire, Massachusetts, Delaware, West Virginia, Minnesota, Wisconsin, California, Oregon, etc. The field representatives of the Association visited most of



the forty-eight states in the course of their conferences and investigations. Much of their time was spent in Washington where excellent cooperation was accorded by representatives of the United States Department of Agriculture Extension Service. The Pennsylvania experiments, accounting for \$40,000.00 of the amount spent, centered largely in Chester County, although originally it was attempted to cover a much larger territory stretching into several states through cooperation with the program of the National Community Foundation. Three-fourths of the amount so spent was appropriated to the latter organization. However, concentration upon a single county area proved advisable in the long run, where, through the Chester County Health and Welfare Council, excellent local results were obtained. The fact that drouth and depression caused a suspension of much of the program later does not impair the validity of the findings—a county area can be energized and made to function educationally largely, if not wholly, under its own steam. The Chester County experiment has been described in *Social Planning and Adult Education* by John W. Herring (Macmillan, 1933).

As a recovery measure from the depression, a special experiment with farmers was undertaken in 1934 in the state of New Jersey. Grants totalling \$12,500.00 were used in cooperation with the College of Agriculture of Rutgers University in assembling a six-weeks Farmers' Institute on Economic, Government, and Social Questions. The response on the part of the farm

population exceeded expectations and there is reason to believe that the Institute idea will be followed elsewhere. The leadership of Dean James E. Russell, chairman of the American Association and a resident on a New Jersey farm, was an important factor in the success of the undertaking.

## SUMMARY—RURAL ADULT EDUCATION

Folk School Experimentation .....	\$ 12,550.00
Rural Studies and Experiments .....	72,500.00
New Jersey Institute .....	12,500.00
Total .....	<hr/> \$ 97,550.00

*University Extension—\$83,000.00:* Although one of the older forms of adult education in the United States, little had been performed in study of the university extension field prior to the Carnegie Corporation's investigations of 1924. Hall-Quest's *The University Afield* presented theretofore unknown facts in statistical form concerning the volume of the effort though it threw little light upon the quality of the performance of extension students. Two important qualitative studies have been undertaken since 1924 through the use of Corporation funds, one completed and the other under way at present. A grant of \$5,000.00 in 1928 made to the University of Chicago resulted in a study of university correspondence instruction and the subsequent publication of *University Teaching By Mail* by W. S. Bittner and H. F. Mallory (Macmillan, 1933). In 1932, a grant of \$10,000.00 was made to the University of Minnesota for the conduct of a study of

the abilities and achievements of university extension class students. The two studies together will cover the more important groups of extension students. The Minnesota study, involving the cooperation of a number of other universities, will be ready for publication in 1935.

Two grants totalling \$5,000.00 in 1931 and 1932 have been made to the University of Nebraska for the conduct of experiments in the use of supervised, group correspondence study. Complete findings have not yet been published, but progress reports have appeared in the *Journal of Adult Education* and other educational magazines.

Two groups of experimental grants in university extension have been made in the Maritime Provinces of Canada. The first, from 1929 to 1932 and totalling \$15,000.00, were made to Acadia University, Nova Scotia, bringing extension service to a totally unserved field. The second group, made for the period 1931 to 1935, total \$48,000.00, and are in support of highly interesting educational activities among the fishermen and agriculturalists of remote Antigonish, a section of Nova Scotia. This latter enterprise is under the auspices of St. Francis Xavier University. Cooperation with local Roman Catholic priests and the enthusiastic response of the inhabitants have created a rural adult education situation wholly unique and in many ways most surprising. Both of the Canadian experiments have been described from time to time in the *Journal of Adult Education*.

## SUMMARY—UNIVERSITY EXTENSION

Correspondence Instruction Studies .....	\$ 10,000.00
Class Instruction Studies .....	10,000.00
Canadian Experiments .....	63,000.00
Total .....	\$ 83,000.00

*Workers' Education*—\$283,750.00: Any classification as between experimentation and support in the Carnegie Corporation grants for workers' education in the last ten years is bound to be purely arbitrary. Nominally most of the grants have been for support of long-existing organizations, many of which have a close connection with organized labor. For the purpose of summarizing, however, an attempt has been made to estimate the amounts that have gone into experimental work and publications, as contrasted with organizational upkeep, with the result that the total sum seems about evenly divided between the two. The figure arrived at for experimentation is \$139,500.00, while that for general support is \$144,250.00.

In 1926 and 1927, two grants of \$5,000.00 each were made to the National League of Girls' Clubs for the expenses of an adult education demonstration and traveling teacher experiment. The subjects were largely mill girls and stenographers in the New England textile area.

Somewhat similar activities were covered in the grants made from 1926 to 1932 to the Affiliated Summer Schools for Women Workers in Industry, with their constituent and affiliated enterprises at Bryn Mawr College, Barnard College, the University of Wis-

consin and in the southern part of the United States. These interesting and successful ventures were included in a study of activities of working-girl students, made possible by the same funds. The reports of the enquiry are included in two volumes jointly published by the Affiliated Summer Schools and the American Association: *Women Workers at the Bryn Mawr Summer School* by Hilda W. Smith; and *The Effect of the Bryn Mawr Summer School as Measured in the Activities of Its Students* by Helen D. Hill, appearing in 1928 and 1929, respectively. Grants totalling \$23,500.00 were made by the Carnegie Corporation in support of these activities for the seven-year period. The Art Workshop of New York, an enterprise for working girls launched by the same group in 1930, received in that and the following year a total of \$6,000.00 from the same source for the financing of certain handicraft experiments with working girls. A high degree of success attended this effort, which has been described in various issues of the *Journal of Adult Education*.

From 1926 to 1933, the Carnegie Corporation has made grants totalling \$99,000.00 to the Workers Education Bureau of America, the officially accredited educational representative of the American Federation of Labor. Fifty thousand dollars of this sum has been used by the Bureau as a revolving fund for publications, making possible the publication by the Bureau and the Macmillan Company of some eight volumes in the Workers' Bookshelf. The chairman of the Bureau's editorial board is Professor Charles A. Beard. The

sum of \$29,000.00 approximately has gone into administrative support in this period and \$20,000.00 for experiments and demonstrations in conducting a series of Labor Institutes, in which labor leaders and members of the faculties of various colleges and universities have participated.

Support grants were made in 1927 and 1928, totaling \$10,000.00 from the Special Fund applicable in Canada to the Frontier College of Canada ("The University in Overalls") for educational experimentation among workmen resident in the lumber camps of Canada. Ten thousand dollars in support was granted, between 1927 and 1932, to the Labor Temple School of New York, an educational outpost located on the lower east side in New York City. Commonwealth College in Arkansas, an independent labor college for the training of labor leaders, was granted \$5,000.00 in 1932 for equipment. In the same year, the Corporation appropriated to the Brotherhood of Locomotive Firemen and Enginemen the sum of \$5,000.00 with which to conduct an experimental educational program among its members.

From the Special Fund applicable in Canada and the British Colonies, a series of grants, totalling \$115,250.00 dated from 1927 to 1931, was made by the Corporation in support of workers' education programs in British possessions. These included: \$12,500.00 to the University of Melbourne; \$15,000.00 to the University of New Zealand; \$5,000.00 to the Sydney (Australia) Central Lending Library (for books for

adult education classes); \$7,500.00 to the University of Sydney; \$7,500.00 to the University of Tasmania; \$7,500.00 to the University of Western Australia; \$10,000.00 to the University of Adelaide (includes amount for adult education library); \$5,000.00 to the Federal Council of the Workers' Educational Association of Australia; \$7,500.00 to the University of Queensland; an unallocated appropriation of \$17,500.00 for the support of workers' education in New Zealand and Australia; \$4,250.00 to the Workers' Educational Association of Durban, South Africa; two grants of \$5,000.00 each in 1930 and 1931 to the Workers' Educational Association of Ontario, Canada.

In addition, in 1932, from the same fund, the Corporation instituted a survey of workers' educational associations in the British colonies and dominions, which has not yet been published.

## SUMMARY—WORKERS' EDUCATION

Women Workers, Studies and Experiments .....	\$ 39,500.00
Workers Education Bureau of America .....	99,000.00
Miscellaneous Support and Experimentation .....	30,000.00
British Colonies and Dominions—Studies, Experiments, and Support .....	115,250.00
Total .....	\$283,750.00

## GENERAL SUMMARY

As the table given below gives evidence, the grants for experimentation (even discounting for the arbitrary nature of the decision made in some cases) have involved about twice the expenditures definitely labelled

# 114 TEN YEARS OF ADULT EDUCATION

as for support. Of about three million dollars, one million has gone into upkeep and two million into the acquirement of new knowledge and information. And this latter sum represents, in the opinion of the writer, quite the most important and far-reaching in its effects of any of the expenditures for adult education in the decade just now closing.

## CARNEGIE CORPORATION EXPENDITURES FOR ADULT EDUCATION Decade 1924 to 1934

<i>Special Field</i>	<i>Experimentation</i>	<i>Support</i>	<i>Total</i>
General .....	\$ 179,350.00	\$ 290,700.00	\$ 470,050.00
Citizenship .....	63,000.00	76,000.00	139,000.00
Alumni .....	57,000.00		57,000.00
Community .....	197,200.00	93,500.00	290,700.00
Urban .....	20,000.00	216,500.00	236,500.00
Drama .....	23,712.56	13,000.00	36,712.56
Adult Elementary ..	13,500.00	57,500.00	71,000.00
International .....	47,000.00		47,000.00
Library .....	63,000.00		63,000.00
Museums .....	46,500.00	105,000.00	151,500.00
Negro .....	47,000.00		47,000.00
Occupational .....	478,830.00	72,750.00	551,580.00
Parent .....		18,000.00	18,000.00
Radio .....	152,000.00		152,000.00
Recreation .....		10,000.00	10,000.00
Research .....	147,500.00		147,500.00
Science .....	11,500.00		11,500.00
Rural .....	97,550.00		97,550.00
University Extension.	83,000.00		83,000.00
Workers .....	139,500.00	144,250.00	283,750.00
Totals—20 fields....	\$1,867,142.56	\$1,097,200.00	\$2,964,342.56



## PART IV—PERFORMANCE



## CHAPTER X

### CERTAIN OBSERVATIONS ON CHANGING PRACTICES

*The Handbook of Adult Education in the United States* (A.A.A.E., 1934) lists thirty-four subdivisions of the field of adult education represented by activity in this country. In the pages that follow within this chapter, attempt will be made to give partial appraisal to current performances in each of these sub-fields and at the same time to bring into contrast the changes in practice and operation that have taken place in the last ten years. The contents of this chapter, however, must not be viewed as separate and distinct from, but as supplemental to, the observations on study and experimentation contained in Chapter IX.

The writer would wish to enter a general *caveat emptor* with regard to his observations in this chapter. They represent his opinion backed in some cases by adequate objective data but in all too many instances sustained by far too few. The opinions set forth, like all non-axiomatic generalizations, are open to suspicion. The writer makes no claim to omniscience in the adult education field and states, in extenuation of his temerity in presenting his views upon the written page,

merely that they are set down as the result of a decade of somewhat close and rather careful observation of adult education phenomena in American life. Of personal bias in the matter, he may have some. A good part of a lifetime spent in university and foundation administration undoubtedly has left its marks upon his thinking. But it should be remarked that such a bias, natural in a collegiate atmosphere that depreciates off-campus education as beneath the dignity of the university, is all in the direction of diminution rather than aggrandizement of the achievements of adult education.

It should perhaps be explained that few of those who have done the planning for adult education in this country have been over-enthusiastic zealots for the idea. They undertook the adult education task because it logically seemed the next administrative job to be done. Other than a general conviction as to the importance of finding out whether adult education might be made, by qualitative handling, of social significance in the United States, they possessed no abiding faith in the efficacy of adult education as a cure for the manifold ills of the social system. On the contrary, there was present—and there still is—a salutary skepticism as to the enduring values of much of that which is termed adult education within our national borders.

It is hoped that the observations which follow will demonstrate, however, that despite such biases and skepticisms as have been noted, those intimately con-

cerned with the field have come to the conclusion that adult education has social significance in the United States; that it is the cure, and the only cure, for some of our social ills; and that, given a second decade as profitable in achievement as the first, it will then have established itself so firmly as to exert powerful pressure upon our social and educational institutions, upon our government and upon our way of life.

#### AGRICULTURAL EXTENSION

The largest single adult educational organization in the United States is the national agricultural extension system, which, since 1914 when the Smith-Lever Law was passed by Congress, has brought under one plan of development the extension work performed by the agricultural colleges, the county governments and the United States Department of Agriculture. Under the wording of the Federal Agricultural Extension Act adults not in schools were to be instructed in "subjects relating to agriculture and home economics." The financial plan involves an expenditure of about \$25,000,000.00 annually, of which two-fifths come from the Federal government and three-fifths from state and county sources. There are just under 6,000 professional workers in this field, the large majority of whom are concerned with the informal teaching of adults, men and women, and the balance with farm children. In addition, large numbers of adults served by the extension forces pass from the student to the teacher

stage, since lay persons regularly become teachers and group leaders cooperating with the professionals.

The basis of the work is vocational efficiency and so effective have been the methods used in teaching technical agriculture that it is conservatively estimated that three farms out of every four have been affected by the program.

But it is not on the vocational side that we must look for drastic changes within the last ten years. Steady development of informal vocational teaching techniques have taken place, it is true, and with good effect, but such improvements are not in any way traceable to the adult education movement. There has occurred and there is occurring, however, a profound change both in the thinking and philosophy of the leaders of the agricultural extension movement and in the subject matter or content material offered.

Officers charged with responsibility for administering the agricultural extension service, state and Federal, in 1924 and the years immediately following, were inclined to interpret rigidly and narrowly the intent of Congress in providing instruction in "subjects relating to agriculture and home economics." Better agriculture was the object, they said, and to better agriculture alone they devoted their time, efforts and money. However, three factors assumed new importance in the minds of these gentlemen as the decade of the "mad twenties" approached its regrettable climax in 1929. These factors are here stated in the order of their relative importance: (1) Easy money and consequent

superficially attractive living in urban centers drew increasing numbers of farm people, particularly young men and women, from the farm homes to the factories and trade centers of large cities; (2) the feminine contingent on the farms, like their sisters in the cities, commenced to assert themselves; and (3) the adult education movement, with its emphasis upon cultural pursuits as a part of the natural heritage of every individual, rural or urban dweller, began to capture the imagination of the public.

Let us see the logical effect of these situations upon a rigid interpretation of "subjects relating to agriculture and home economics." Surely there becomes little point to highly efficient vocational training in agriculture if the subjects of such training, especially the younger men and women, desert the farms for the cities. There seemed but one way to hold them, and that was for agricultural leaders to address themselves to the task of making the farm as attractive a place in which to live as the rather squalid conditions under which young workers customarily live in cities. So we have seen a liberalization taking place in the direction of better farm living. Attention is first given to mechanical media for bettering farm living—not a difficult task with the general acceptance of electricity, of telephonic communication, of good roads and better Fords, of the radio, of traveling libraries and the like. These are "gadgets" perhaps, but in a sense they are symbolic of a desire for a genuine rural culture. We see an increase in lectures on general subjects in the social

sciences and the humanities in such organizations as the Grange. We see the formation of large numbers of rural community clubs in such a state, as Oregon. We see an increasing number of farm people coming to the towns and villages for communal enjoyment of social and recreational facilities, like the motion picture and the social dance. We see an increased use of small town and rural schools as social, cultural and educational centers for adults as well as children, as notably in the State of Delaware. We see, in short, if we are clear-visioned enough, a break-down of the "rugged individualism" painted in such glowing terms by politicians seeking farmer votes, and the substitution therefor of a modified communal living such as is natural to man, a gregarious animal. Is it too much to think that the agricultural extension service will keep pace with such a movement, particularly in times like the present when large numbers of disillusioned young people are returning to the farms from the cities? It is to be thought not, although this is not to say as yet, by any means, that the liberalizing process is complete. It is only fairly under way.

The increase in subject-matter content offered farm women under the home economics clause of the Federal extension act speaks for itself as an evidence of the cultural liberalization of the service. The farm home as a better place to live in is the objective and that it is being achieved there can be no doubt after even a cursory examination of the program. During the Great War and the years of dislocation immedi-



ately following it, the development of feminism in the United States was interrupted. The effects of women's suffrage had been delayed but they were nevertheless powerfully effective when return was made to the "normalcy" of the Harding administration. In the cities, women entered increasingly into business, the professions, factories and into government, for the sake of acquiring money with which perhaps to better their social and cultural status. Likewise, on the farms, women exhibited their allegiance to feminism by an increasing emphasis upon the cultural values in farm life and for the same basic reasons. And the end of this movement is not yet. Its effect upon the extension offerings is a compelling factor in their liberalization.

The general movement for adult education has had its chief effect, of course, upon the leaders in rural life rather than upon the rank and file. Experimentation on the non-vocational cultural side has produced results, and the ventures described in Chapter IX have played a not inconsiderable part in the tendency, now distinguishable, to liberalize the great educational machine that serves widely and well a large portion of our non-city population. The Landis-Willard volume *Rural Adult Education* is a much discussed text in many gatherings of rural leaders. Plans for the extension of experimentation, institutes like the Rutgers University project on economic problems, are bound to widen horizons and to create demands which must be met.

The decade just closed in rural adult education has

been one of genuine advance. Much distance remains to be traversed, but that steady progress along the way will be made, no one doubts. The ferment of adult education is stirring among rural residents, from whatever cause, and that constitutes an achievement of first importance to be written down to the credit of the last ten years.

#### ALUMNI EDUCATION

With the exception of reading courses instituted by Smith College and Amherst College prior to 1924, all of the important activities in alumni education have been started within the last five years. They are directly attributable to the adult education movement and its impingement upon the thinking of college and university administrative officers, including the alumni secretaries. It is true that sporadic efforts had earlier been made from time to time to interest alumni in matters other than football, university government and financial contributions, but none had been either sustained for long or conspicuously successful.

It remained for the Shaw study in 1929, jointly sponsored by the American Association for Adult Education and the American Alumni Council, to awaken real interest on the part of the institutions in the establishment of educational services to their alumni. A partial check on the results of this study in 1931 showed that 76 universities and colleges had alumni education programs actively in operation and that 18

additional institutions were engaged in drawing up plans. A questionnaire distributed in 1933 yielded returns from 261 colleges. Ninety reported no alumni education programs at all; 54 reported the conduct regularly of "alumni colleges," educational conferences, or institutes, with attendances ranging from 20 to 500 individuals and with time periods of from one day to one week; 95 colleges reported reading and book list services; 75 institutions stated that they maintained lecture services through which alumni clubs are furnished with lecturers from their faculties; eight institutions reported special radio lectures for alumni; and 104 colleges reported the maintenance and regularization of personal aid services facilitating direct contact between alumni and faculty members with respect to common fields of interest. The spread of the alumni education idea has been rapid but the number of alumni reached by their respective colleges is pitifully small when compared with the total.

The Beals report to be published in the spring of 1935 will throw light upon the character and quality of the alumni education offerings, and particular attention will be given to special educational services instituted by professional schools in medicine, engineering, religion, teaching and law. It is to be suspected that many of the alumni college ventures are badly planned in that they attempt to cover fields of knowledge and of thought far too wide for careful examination in a brief period even by college graduates. The alumni college supplemented by carefully planned reading courses

seems to be the most efficacious combination, but again many of the reading courses are either on the one hand haphazard, thin and incomplete, or, on the other, so academic, long and boring as to be forbidding. As any good librarian knows, a badly prepared reading list is much worse than none, and too large a proportion of the college reading lists are badly prepared. The criticism applies alike to the general published lists and those services provided by some institutions to individual alumni upon request. The lecture services on the whole are open to the charge of haphazardness and sporadicity. Little demand for series of lectures has been instilled in the alumni, and one suspects that the interest in single lectures on a wide variety of subjects is attributable to the universal urge for entertainment rather than for education. Radio lectures for alumni seem of little use except when followed up by reading lists and group discussion or study—and such occurrences are rare.

In summing up the alumni education situation, it would seem that what has happened in the adult education decade is all in a sense pure gain, but that so far there has been exhibited in our centers of learning singularly little insight into the educational problems of the alumnus in the outside world. A quarter of the thought and energy applied by colleges to the maintenance of alumni athletic interest addressed to alumni interest in their own intellectual welfare might work wonders not only among the alumni but in the institutions themselves. Such arrangements are always recip-

rocal in nature. And there are still certain institutions—among them some of the great universities but happily their number is few—which fatuously insist by implication at least that “our alumni, thank God, are educated when they receive our degree.” To such nonsense no adequate reply can be made and no remedy suggested. It is a relief to turn to the large majority of other collegiate institutions in the land and to note their steady if slow progress in building up a new kind of college-alumni relationship.

#### THE ARTS IN ADULT EDUCATION

To discuss adequately the arts in adult education would require a separate volume—a volume which some day, by the way, assuredly will be written. The arts cut across every well-rounded program of adult education offered by whatever national organization or local group. Lectures, demonstrations, practice and exhibitions all play their part in such programs and that it has been an increasing part in the last ten years, ample evidence is afforded. An examination of adult education programs shows a steady increase both in those offerings termed avocational and in those courses designed primarily for vocational uses. The popularity of arts programs where offered in the Federal Emergency Relief program in adult education is additional evidence of the trend, while certain comparative reading studies conducted in libraries over the last four years show a definitely larger proportionate increase

in the circulation of books in art subjects than in other fields.

Local art associations, offering informal programs (usually without specific direction) in studio and out-of-doors practice, in exhibitions and in lectures have sharply increased in number in the last decade. They constitute a factor of growing importance in the adult education movement. The number of galleries for exhibitions of works by local and outside artists has become larger, and the American Federation of Arts reports "hundreds of small groups of persons in all parts of the country meeting informally to participate in some form of art expression." Business men's art clubs exist in a half-dozen cities and at least one group of physicians devote themselves to the practice of art. Church clubs, hobby schools, art workshops, art guilds, settlement-house art groups, sketch clubs—these are some of the forms in which art interest is manifesting itself at the present time. The growth of interest in the arts, much of it occurring in the last ten years, has been accurately and interestingly described by F. P. Keppel and R. L. Duffus in their *The Arts in American Life* (McGraw-Hill, 1933), originally prepared as a part of the report of President Hoover's Research Committee on Social Trends, *Recent Social Trends in the United States*.

It is hard to say to what extent recent developments in the arts are attributable to the adult education movement. One prefers to think of two movements, one in art and one in adult education, moving forward systematically and wisely toward a cultural goal for the

United States. Certainly they have much in common and in many ways they complement one another. Those concerned with adult education can sympathize with the desire of those directing the American Federation of Arts in their effort to spread sound arts doctrine and to improve standards of taste among the public. The difficulties of translating art concepts into terms readily understood and enthusiastically accepted by the mythical "man in the street" are obstacles similar to those confronting adult education generally at every hand. The growing partnership between the arts and adult education ought to mean increasing progress toward that solution which will herald the arrival of a national culture.

#### COMMUNITY AND STATE ORGANIZATIONS OF ADULT EDUCATION AGENCIES

The organization of community and state groups of adult education agencies has occurred in every instance since 1924. Starting with the Cleveland study and the formation of the Adult Education Association of Cleveland, followed by similar efforts in Buffalo, Chicago, Detroit, St. Louis and other cities, there has been a steady drawing together of adult education forces into community, state and regional centers. The organizations are known as associations, councils, conferences, committees and boards, but whatever the name, the object is always to provide for an interchange of ideas to the end that efforts may be coordinated (though not controlled), that duplication may be avoided, and that

the quality of offerings may be improved. There are now upward of fifty such organizations listed at the headquarters of the American Association for Adult Education and the number is steadily increasing month by month.

The programs of these organizations vary widely, extending from occasional conferences at one extreme to the maintenance of full-time secretaries, information services and experimental enterprises at the other. Surveys of facilities for the region served are usually undertaken and studies made of the needs and attitudes of the residents of the region. Local clearing houses for information are established and general publicity secured for adult education offerings. The public libraries cooperate usually with enthusiasm in such community ventures particularly on the informational side and in providing necessary reading materials for students. The organizations are largely representative in character, delegates from the public schools, public libraries, museums, young men's and young women's religious organizations, churches, parent-teacher associations, settlements, etc., almost always being included.

Without exception these organizations may be said to have worthy programs, in more cases than not productive of great good to the residents of the regions served. Their efforts are severely curtailed, however, by the great difficulty in securing even the little money required to keep their machinery in operation. Local donors are particularly callous to the needs of educational clearing houses, and in few cases are the dues



derived from members, individual and organizational, sufficient to provide for personnel, rent and supplies. Again the representative character of the membership is such that in case a prospective donor is discovered, his interests are usually diverted to the organization which has first claim upon the discoverer's time and interest. The community organizations could become much more influential than they are at present if considerable care could be devoted to the financing problem. A recognized share in a local community chest might be the solution and such a share could be secured by concerted action from all the organizations represented.

The Special Conference of Community Organizations for Adult Education held by the American Association in Washington in 1934 revealed a number of ways in which the community groups might help one another and in which the national Association might be of service to them. Surveys of surveys, field representative services, cooperative lecture bureau services, etc., all were advocated. It would seem that the community organizations are vastly worth helping both locally and nationally even though at present, by reason of poverty, they are not efficiently meeting the possibilities inherent in their local situations.

#### PRIVATE CORRESPONDENCE SCHOOLS

With fifty correspondence schools of size and importance and a large number of additional enterprises of a less responsible nature operating on a strictly commer-

cial basis in the United States, the clientele of this type of vocational adult education for many years has been exceedingly large. In 1924, the Noffsinger study indicated a total enrollment of about two million students, but this number has decreased sharply during the economic depression until at the present time it is reasonable to estimate the total at a million or less. The exorbitantly high fees charged, particularly by the less reputable agencies, have resulted in a huge falling-off of paying patronage, with a consequent decrease in the number of schools. This mortality, fortunately, has been most severe among less well-established or "fly-by-night" enterprises. The Noffsinger 1924 estimate of \$70,000,000.00 a year spent by the American public in this somewhat questionable field—for any educational venture conducted for profit is fairly open to grave suspicion—has ten years later probably reduced itself by two-thirds. However, the remaining total is yet large and that much of the mortality has been beneficial, no unprejudiced observer can doubt. It is true that the correspondence method is efficacious particularly in certain vocational subjects and that the better-regulated and more ethical schools offer many courses of high standards from which adult students derive great benefit. But the fact remains that the prices charged quite generally are too high, that often the business practices followed, including high-pressure salesmanship and advertising, are vicious, and that in far too many cases gullible adults are enrolled in a haze of misapprehension (sometimes painfully near

the edge of legal misrepresentation) as to what a given course will do for them.

That the growth of adult education not-for-profit has made it more difficult for the commercial agencies to operate there can be no question. Emphasis upon educational opportunities for adults at low, reasonable charges or on a free basis has done much to discourage enrollments at high fees. After all, with legal remedies faulty or non-applicable, a constructive policy of indirect opposition against charlatanism and unethical business practice is the only sound means of procedure. With the growth of legitimate adult education it is safe to predict the extinction in time of all private correspondence schools that do not conform to decent academic and business standards. And those which survive will be forced to supply their services at no more than a reasonable cost to the consumer. The day of large fortunes derived from vocational adult education "racketeering" are past.

With the formation of the National Home Study Council in 1926 by a group of the more reputable correspondence schools, a process of "boring from within" to raise standards in this field was started. The Council now has 37 institutional members and has made definite progress both directly within its own institutional membership and indirectly in discouraging illegitimate practices by other organizations. The idea of the Council should be credited to the adult education movement, for it grew out of the original study made for the Carnegie Corporation and that body made

a small grant to aid in the establishment of the central body. Since 1927, however, the full expenses of the Council have been borne by the membership.

It seems a pity that there should be room—and even a need—in America for adult education for profit. There will not survive many private correspondence schools if the present tendency for the utilization of public tax funds for such purposes continues. This is not to say, however, that the correspondence method will not survive. On the contrary, it is to be expected that much of the present class work in vocational and other types of education for adults can be as well, and in some cases better, performed by the use of the home study device than by class methods.

#### COURSES IN ADULT EDUCATION

There are at present some twelve or fifteen centers in the country where at least some training in methods of teaching adults can be secured. It is probable that the Government's emergency educational program will double that number during the year to come, and that thereafter most teacher training institutions of size and importance will devise special curricula for what is now recognized as a new teaching field. In 1924 there was no such center. First recognition of the training problem involved was given by Teachers College, Columbia University, in the summer sessions of 1927 and 1928. There followed the appointment of a professor in this field and steady growth has been

apparent since in all sessions of the College, augmented recently by grant-in-aid assistance which has brought together a promising nucleus of group leaders in training. Plans announced by New York University indicate that a similar development there may be looked for in the year to come. Other institutions offering instruction at present include the University of California, Stanford University, the George Williams College of Chicago, the State University of Iowa, the Massachusetts Department of Education, the Twentieth Century Adult Centre of Boston, the Harlem Adult Education Committee, Hunter College of the City of New York, University of Rochester, Ohio State University, etc.

There remains a deal of pioneering to be done in this new and untried field. Present courses only scratch the surface and none has been established for a long enough period to permit of even a preliminary judgment. It is necessary to wait, watch and pray that the professional educators will not blindly apply to adult teaching the techniques developed for the teacher-centered classroom for children.

#### ADULT EDUCATION AND THE FOREIGN BORN

Adult education of the foreign born, one of the oldest organized types of instruction in this field in the United States, was occasioned by the admission of 28,000,000 immigrants to the country since 1880. The enormity of the problem and the great publicity given

to it since 1915 had their effect upon the later general adult education movement, for it was difficult to convince the American, relatively well-educated in contrast to the European masses, that adult education could be anything that applied to other than those definitely handicapped by alien birth or lack of basic training. Most of the early efforts were aimed at the learning of English and the preparation for citizenship. The movement came to be known as "Americanization" and a great deal of misdirected zeal was applied to the foreign born with resultant resentment and opposition. Too little recognition was given to the fact that many of the foreign born possessed in fact cultural traditions of great value carried over from their native lands, and that lack of formal training on their part did not necessarily mean lack of education or of educational aptitude. A flood of legislation during the war period, when attention was focused on the alien, resulted in a boom for Americanization that did not subside until after 1927, when the tightening of the quota laws reduced the number of immigrants and their education passed out of the limelight of public consciousness. Evening school classes for immigrants continue, of course, but in greatly reduced numbers—so seriously reduced in fact as to become a danger. Despite some unintelligent handling, the education of the immigrants accomplished results of high importance. Honest efforts to deal intelligently with a most difficult problem bore fruit and as a result, not only the immigrants' position was bettered, but in many in-

stances whole communities came to a new understanding of the immigrant and his problem. While at the start many private agencies were engaged in the education of the foreign born, in most cases these activities have been taken over by the public school system.

Meanwhile, the immigrant himself moved for his own cultural advancement through the numerous foreign language organizations whose total membership in the United States runs well into the millions. Many of these organizations declare education to be one of their chief objectives, but largely such education is highly informal in type and inextricably intermixed with the social and recreational life which forms their real reason for being. Nevertheless lectures, reading circles, musical and dramatic activities have all been undertaken and occasionally systematic study courses develop as well. The contribution that the foreign language organizations, preserving as they do the best cultural traditions of the countries from which they derive, can make to a truly American culture are many and great. Over-organization of such activities would defeat its own purpose, and it is to be hoped that interference from well-meaning "Americanizers" from whatever source will not be tolerated. Once given the ability to overcome the language handicap, the adult education of the immigrant becomes a precisely similar problem to that of the domestic born. The chief contribution of adult education can well lie in an open understanding of that fact.

## OPEN FORUMS

*The Handbook of Adult Education* gives the following definition of a forum:

"The open forum is a voluntary assembly of people gathered together for the purpose of discussing all matters of public interest under the guidance of acknowledged leaders, with full opportunity for participation by the audience. Every real forum meeting consists of two parts: an address by an expert, and, equally important, a question and discussion period in which any member of the audience is free to ask a question and to advance his own views."

There are, of course, many hundreds of forums, varying widely in their procedure and standards, sponsored by community committees, churches, men's and women's clubs, by young men's and young women's religious associations and the like. There are perhaps a score of open forums of more than local significance and at least a few, like the Ford Hall Forum of Boston, the People's Institute Forum of New York, the Town Hall Forum of New York, the Chicago Forum and the Philadelphia Forum, of genuine national importance. Methods of financing differ but contributions from the communities and in some cases low admission fees provide the chief support.

Without doubt the most interesting forum in the country is the enterprise conducted under the name of the Des Moines Public Forum, which is not a forum at all in the strict sense, but a community-wide system of adult education operated under public school auspices



on an experimental basis. However, many of the techniques of the forum are utilized in the Des Moines project, and there is considerable reason to believe that if the forum movement is to experience a renaissance in the United States it will be under auspices of a community-wide nature such as those afforded in Des Moines.

The public forum is the direct descendant in American life of the New England town meeting of the seventeenth and eighteenth centuries and of the lyceum movement that flowered almost exactly one hundred years ago. In the eighteen thirties there were at one time as many as 3,000 lyceums operating regularly in the constricted area of the Atlantic states then holding the bulk of the country's population. The movement receded in the forties but the forum idea has persisted until this day. The rural chautauquas retained many features of the public forum and the lyceum, until the practical extinction of these organizations through the advent of good roads and quick transportation.

Aside from the Des Moines experiment, the forums have contributed little to the spread of the adult education movement in the last decade and, conversely, it may be said that the adult education movement has contributed little to the forums, except that the emphasis laid upon full and free discussion of problems of current interest—a cardinal principle of adult education—may have brought about an increase in the number of forums particularly of the organization-sponsored type. Ostensibly the forums avoid partisanship.

Actually they have acquired the reputation of being centers of radical thinking. Those in charge of forums, in the main liberals of a fine type, have on the whole erred on the side of extremism in their zeal to see every side of public questions discussed. With the exception of Des Moines, little effort has been made to present the conservative point of view and even less to portray the limited conservatism that represents in the main the bulk of public thinking in the American democracy today. The forum leaders, in their desire to overcome public apathy on political, social and economic questions, have resorted too often to extremist speakers more interested in arousing emotional enthusiasm or righteous indignation in their hearers than in inducing a calm, deliberative understanding of current issues. As a result, the educational consequences of the public forum are disappointingly slight.

Attempts to follow up central forum activity by means of small group discussions, reading courses and reading circles have been so few as to be negligible in effect. Neither have discussion techniques been ably developed by the forum leaders, most of the discussion periods being devoted to a fairly wooden system of question and answer during which the forum lecturer, from the vantage point of his platform, is extended a further opportunity to indoctrinate his hearers with his point of view. Under such procedure there is little to recommend the forum over the public lecture. Both may be excellent as inciters to educational activity, or for their recreational value as entertainment, but of

actual educational content the amount is slight. The forums would do well to study Thomas Fansler's manual *Discussion Methods for Adult Groups* and then, possibly themselves, to conduct a survey of their own educational objectives perhaps through some such loose organization as their mutual association, The Open Forum National Council.

### LIBRARIES

Members of the library profession claim that the conception of the public library as an agency for adult education is as old as the library movement itself. The claim is probably true but the trouble with the statement lies in the fact that little or nothing in the way of organized effort was put into the development of this conception prior to 1924. Librarians had talked largely and glowingly of their educational mission for fifty years in America but few of them stirred out of their comfortable study chairs to attempt to perform such missions in their communities. The European heritage of librarianship was too strong. A library was, first of all, a collection of books and similar materials, a storehouse of the intellectual wealth of the ages. The librarian was, first of all, a collector and a custodian, and part of his divine mission lay in protecting his treasures from the profane gaze and even more profane use of the public. There are still libraries in Europe, and publicly owned libraries at that, which seem to be motivated by almost as antiquated a philosophy of ac-

tion but fortunately their number is few. It is unthinkable that in the American democracy such concepts of librarianship should exist at all and they probably do not exist except in a few instances and then in highly modified form. However this heritage of custodianship was undoubtedly the deterrent for many years which kept libraries and librarians from occupying their rightful place in the educational scene.

It is now just about ten years since librarians generally in this country commenced to think of the distribution and reading of books as a part of the process of adult education. It is perhaps twenty or twenty-five years only since librarians in their thinking, began to depart from the ancient tradition of books and learning for the few. It is surely a development of the last ten years that librarians have begun to seek the reader, especially the serious reader, with an ardor closely approaching that of the missionary. They couple with their zeal a skill and intelligence fatal to the inherent laziness of the average reader. Of late years, forward-looking members of the library profession have not visualized their problem as one of mere book distribution, accompanied by the inevitable card-cataloguing. They have been concerned decreasingly with a mechanical and passive compliance with "what the public wants" and more and more with their own responsibility for the character of these expressed desires. It has seemed that in the last five years the librarian has begun to recognize his rôle as a teacher responsible to the community which he serves. The spread of the move-

ment for adult education has helped to crystallize this viewpoint not only among the leaders but in the rank and file of librarians. It is notable that in every community movement for the organization of adult education facilities which has originated of late years—and there have been many—a librarian has always been among the leaders, with his non-partisan, non-sectarian library used as a rallying point and always reckoned upon as the chief auxiliary aid to all agencies and institutions concerned.

There can be no doubt of the effectiveness of the part which the library is to play in the adult education of the future. Vastly increased use of library facilities is the only logical outcome of the development of the adult education idea. There will arise the stern necessity for the creation of many more than our existing libraries. There will be the need for a new type of librarianship, which shall be at one and the same time scholarly and in possession of a broadly generous outlook on general education. The library of the future will minister alike to the inner craving for mind expansion of the educationally under-privileged, and to the continued stimulation of mature and cultured minds. Educationally, it may be said, the public library has entered upon the golden era. It holds one of the greatest of opportunities in the task to which all American education and particularly adult education should be dedicated—the production of an American culture.

There is no better means of setting forth the accomplishments of the decade of adult education in the

library field than to quote from the report of the Secretary of the American Library Association prepared in 1934 for the *Handbook of Adult Education*:

"The first organized action was the appointment by the American Library Association in 1924 of a Commission on the Library and Adult Education, to survey the situation, and to report findings and recommendations. This report, *Libraries and Adult Education*, presented in 1926 after two years of study and conference on the part of the members and a staff at the Headquarters offices of the Association, is still a basic study. The Council of the American Library Association, in accepting the report, at once carried out one recommendation by setting up a standing Board on the Library and Adult Education, with members whose terms expire in rotation, to continue the work.

"The program of this Board, and its staff at Headquarters, includes the giving of information and advice to libraries and to state library extension agencies desiring assistance in the extension of their educational work with adults; cooperation with national institutions, associations, and organizations which have educational interests in common, such as the American Association for Adult Education and the World Association for Adult Education; conducting or assisting in investigations and studies which promise to be of use to libraries; and promoting the idea of self-education through good reading. Work has been carried on through correspondence and field work, through publications of the Association, including the quarterly bulletin, *Adult Education and the Library* (1924-30), now discontinued, and through institutes and round tables at national conferences.

"A steadily increasing number of public libraries both municipal and county have now developed and are carrying on organized adult education services. While these show an encouraging variety, they fall into three major groups, according to the findings of *Libraries and Adult Education*.

The first is the giving of consulting and advisory service, supplemented by suitable books, to those who wish to pursue their studies alone rather than in organized groups or classes. This is termed readers' advisory service, and is discussed later. The second service consists of furnishing complete and reliable information concerning local opportunities for adult education conducted by organizations other than the library. The third type of service is supplying books and other printed material for adult education activities maintained by other organizations. As a result of these activities, the librarian has in several instances seen the need of joint action on the part of local organizations and has been responsible for the formation of a local council of adult education.

"Large libraries carry on these services through a specially trained personnel, organized as a department, or through specialists in various departments. Smaller libraries, without a special staff, are doing effective work by giving personal service to individual students, by using all available tools, and by supplementing the local book supply from state book resources.

"The readers' adviser serves as a consultant to the individual interested in informal self-education through reading. Like a physician, he first diagnoses, then prescribes to fit the particular need. Usually somewhat removed from the busy circulation or reference department, the readers' adviser offers quiet, unhurried conference. A printed list will suit one reader; for another a list must be individually prepared. In some libraries, the needed books, in the order indicated on the list, are made available in the adviser's office; in others, the reader is sent with his list to the proper department or branch library to obtain the books. Those consulting the adviser range from college graduates to those with practically no formal education. Vocational and cultural subjects are both in demand. Since 1923 when the first experiments in readers' advisory service were undertaken,

the number of libraries offering such help has grown to 48. One library reports 2,724 reading courses read in 1932, another an average enrollment of 125 a month. The readers' adviser also carries on many of the other adult education activities mentioned.

"A cooperative service conducted by the American Library Association is the publication of the Reading with a Purpose courses. These courses, issued on a wide variety of subjects, combine an introductory statement by an authority with a brief list of readable books. A definite effort has been made to keep the courses simple, so that they may be suitable for the average reader. They have been of assistance particularly in the library without a special readers' adviser. In many libraries they are sold at a nominal price, as well as circulated. To date, 67 courses have been issued, and nearly 800,000 copies sold. A special series on current economic and social problems entitled *Exploring the Times* is now being published. The American Library Association has also published a number of subject lists, such as *For Thinking America*. Libraries also make use of lists and courses issued by university extension divisions, notably, those of the University of North Carolina, and by organizations such as the American Association of University Women, alumni groups, and others. Some of the larger libraries compile and print their own lists.

"Through printed notices, talks, and personal contacts, the library offers organized groups of all kinds such special services as program helps and outlines, reading lists on topics studied by groups, special collections of books assembled on reserve shelves in the library or deposited at the group's headquarters, book talks and exhibits, lessons on the use of the library or a library tour, the use of the library's auditorium or club rooms. Women's clubs, parent-teacher groups, garden and other clubs have long used these services.



"Libraries have been quick to take advantage of the stimulus to serious, continued reading on topics of the day afforded by the educational broadcasts of such organizations as the League of Women Voters and the National Advisory Council on Radio in Education. The American Library Association prepared reading lists for several of these series, encouraged those broadcasting to refer the student to his local library, and sent out publicity concerning the broadcasts to libraries.

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"The implications of the new movement for alumni education affect both college and public libraries profoundly. The A. L. A. Board on the Library and Adult Education has served as a clearing house for information on the subject for libraries, and has distributed to a selected number the report, *Alumni and Adult Education*, by Wilfred B. Shaw. A sub-committee is continuing to study possibilities of library cooperation.

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"Under the county library system a reader served by the smallest branch in the crossroads store or the one-room school may call for any service the system offers and obtain it quickly, whether it be books, individual reading lists, or reading courses. Opportunity for adult education is provided rural people in some two hundred and thirty counties by county libraries. These libraries carry on, necessarily in more informal fashion, many of the adult education activities of city libraries. The county librarian is prepared to aid the individual student with all the resources at her command. She is alert to reinforce the educational programs of rural organizations, such as the grange or farm bureau, and to assist the county agent and home demonstrator, with books, program aids, and study outlines.

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"State library extension agencies (state library commissions or state libraries, or library divisions of state departments of education) in the several states serve as central lending libraries for the state, supplementing the resources of the small public libraries, and giving direct service in adult education to persons without local public library service.

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"The need for the simple, humanized, readable book was recognized as fundamental in *Libraries and Adult Education*. After some research on the part of librarians, the American Library Association published in 1929 a preliminary list entitled, *Readable Books in Many Subjects*, compiled by Emma Felsenthal, including some 369 titles embodying in some degree simplicity of language, non-technical treatment, brevity of statement, fluency, adult approach, and vitality. Cooperation of publishers in issuing more books of this type has been solicited. The American Library Association Board on the Library and Adult Education is now continuing the investigation through a Sub-Committee on Readable Books, working closely with Dean W. S. Gray of the University of Chicago, studying useful books for foreign-born adults learning English, for native-born adults of limited education, and for adult education groups interested in social studies but requiring simple books and texts.

"Reading habits and interests of adults are being investigated by a Joint Committee on Adult Reading of the American Association for Adult Education and the American Library Association. Such studies as *What People Want To Read About*, by Douglas Waples and R. W. Tyler, and *The Reading Interests and Habits of Adults*, by W. S. Gray and Ruth Monroe—results of studies initiated upon recommendation of the Committee—have already given the librarian definite data and scientific methods. Recent or current studies include reading in the Seward Park Branch Library

district (the lower East Side of New York City) by Douglas Waples and the preparation and classification of reading materials for adults of different levels of reading efficiency, by W. S. Gray."

It will thus be seen that the history of adult education in the library for the last ten years keeps pace precisely with the history of the adult education movement itself in the same period. Evidence abounds that the more forward-looking of the librarians are seeing their opportunity and seizing it. It is not too much to say that the library, with informality as its keynote, is the most potent single force for adult education in America today. The only agency that can approach it in effectiveness is the public school, and it yet remains to be seen whether the adult public will give its allegiance to the public school adult center in the degree that such allegiance already is being given the library. If it does—and it is to be hoped that it will—there will still be ample room for the public library, for its use increases as other agencies and facilities for the education of adults multiply.

#### MUSEUMS

In addition to the library and the public school, a third type of public or quasi-public institution is available to the adult for educational purposes in the museum. The plants possessed by these three types of institution offer the best harborage for adult education craft at present. The history of the change for the mu-

seum from passivity to activity in the educational rôle parallels that of the library, with the same heritage of custodianship as a handicap. The wide influence of the museums is indicated by the fact that 170 of the larger museums report 30,000,000 people as visitors within a year's period.

The adult teaching activities of museums date back about twenty-five years. In this period, educational exhibits, lectures, conferences, study groups, clubs, courses of instruction, and lectures by guides have developed, supplemented by the loaning of materials for group use outside the museum. It is doubtful whether the impact of the adult education movement upon the museum has been anything like as great as its influence on the library in the last ten years, although a large increase in the number of study groups within the museums in the decade may be taken as evidence that the movement has been felt. Formalism and academic treatment of museum materials have been handicaps, but it must be said that in late years particularly the museum staffs have made great strides in overcoming such difficulties—far greater progress in fact than have universities and colleges faced with the same teaching problems. Museum courses of instruction and study group activities ordinarily maintain uniformly high standards, both in art and in science, and the quality of instruction and group leadership, including the techniques of presentation, is excellent. Museum educational directors have been quick to experiment, especially during the last five years, with library reading

courses based on their own museum material, with radio broadcasting, with rotogravure sections in newspapers, with nature walks and nature trails, trailside museums, with educational use of the National Parks areas, and in a variety of other ways. It seems reasonable to attribute a good deal of this activity on the part of museums to the new emphasis on adult education in the last ten years. The psychological and evaluation studies of museum methods have had the effect of focusing attention on the educational uses of museums. All progress in the development of better methods points to greater availability of the museums for adult education purposes.

The fact that museums are increasing rapidly in number—some 325 maintaining establishments in addition to 400 historic house museums, 350 small museums with rooms in public buildings and 500 teaching museums in colleges—may also be considered a direct response to the growing demand for adult education. And the educational task in these institutions is on the whole being well and carefully done.

### MUSIC

The growth of music in adult education in the last ten years is chiefly to be judged by the increasing number of groups of amateurs meeting in homes, churches, clubs and community centers for the performance, usually without thought of concert exhibition, of good music. These groups may be termed educational or recre-

ational—the terminology is of no consequence—but the really important contribution to our national culture lies in the fact that more and more people are finding joy in active participation in music as contrasted with mere passive audience listening. Not that the educative and recreative effect of listening is to be deprecated; on the contrary there is encouragement in the millions who now listen to such fine music as is broadcast by radio, the hundreds of thousands who attend orchestral concerts, both amateur and professional, the large attendances on grand opera and light opera where available, and the increasing provisions for free music made by municipalities and private organizations. Again people are listening in increasing numbers to talks on music, especially to those broadcast in connection with concerts, and to music lectures sponsored by colleges, universities, art museums and musical societies. The number of free “evenings of music” offered to the general public in public school buildings, often providing opportunity for group singing by the audience, is augmenting steadily. Certain extension agencies sponsor adult choruses, though on the whole music and musical appreciation are not well represented in the extra-mural offerings of institutions of collegiate grade. The agricultural extension service, in many states in cooperation with the National Recreation Association, has brought musical opportunity in the form of choruses and orchestras to thousands of rural dwellers, a praiseworthy interpretation of “home economics” as applied

to the rural situation. Coincident with the development of musical activity for adults, schools have emphasized in urban and rural centers alike the importance of music as part of the daily requirements of well-balanced lives.

The National Recreation Association reports steadily improving standards in the many hundreds of choruses in women's clubs, music clubs, churches, the young men's and young women's religious organizations, parent-teacher associations, recreation centers, industrial establishments, high school student organizations and college glee clubs. The problem of training adequate leaders is a serious one, in the opinion of A. D. Zanzig of the Music Service of the National Recreation Association, who comments encouragingly upon the activities of a few universities in this regard and of some of the music schools, and upon the better of the brief "leader-training institutes" given by university extension divisions and the National Recreation Association.

The place of music in well-rounded adult education programs is large. On the whole the adult educators have failed to recognize that fact and to develop musical opportunity for their clientele in proportion to other expansions. Musical interests are alert, however, and given time will overcome the apathy of the program-makers. The urge for good music is strong enough so that its future in adult education should not be underestimated.

## NEGRO ADULT EDUCATION

Adult education for Negroes has not by any means kept pace with adult education for whites, either proportionally on a basis of population or relatively in connection with educational opportunity for Negro children. In the depression, appropriations for Negro evening schools have been cut to the vanishing point and the always small provisions for Negro libraries and social services have dwindled almost to nothing. The agricultural extension service, on the other hand, has curtailed its work for Negroes only in the proportion that its general program has been reduced, and Negro rural agents in fifteen states are still engaged in their important work with Negro farm families. The extra-mural activities of Negro colleges never were more than negligible in amount, and even the few activities that were commenced prior to 1929 have severely suffered during hard times. The Negro church, particularly in the South, is probably the chief social, educational, and recreational agency available to the race, over and above its religious function. But the poverty of equipment, in men and materials, is nothing short of pitiful.

The high degree of receptivity of the Negro adult to educational opportunity has been demonstrated conclusively in the Harlem and Atlanta experiments described in Chapter IX. These experiments, together with the South Carolina experiments with illiterates and the barely literate (also described in Chapter IX; one of



the groups studied was of Negroes) constitute adult education's not inconsiderable contribution to a national educational and social problem of the first magnitude. More remains to be done in the extension of educational opportunity to Negroes than in any other field of adult education. And that much must be done, if we are to preserve the safety and the integrity of our social institutions, no thoughtful student of American life will deny.

#### PARENT EDUCATION

Parent education groups in this country now number 10,000 or more, most of them affiliated with the public school systems, with branches of the American Association of University Women, with the Child Study Association of America, with the National Congress of Parents and Teachers, with county agricultural extension services, with churches and religious organizations. The movement for parent education is comparatively new, most of the groups having come into existence in the last fifteen or twenty years. It consists in the educational activities organized by the parents for themselves, parent study groups organized within the public educational system and similar groups organized by the social service, religious, and health agencies. Parents are flooded with literature concerning parenthood; in newspapers and general magazines articles on the parent and the home are on the increase; six national periodicals are addressed to parents, two with very

large circulations; health and social agencies issue pamphlets and study outlines in large numbers; the radio broadcasting programs abound with lectures to parents on child guidance.

The parent education agencies have been quick to ally themselves with the adult education forces in many communities and the organization of child study groups goes on apace. The rapid increase in the number of such groups has far exceeded the number of trained leaders available, so that a large amount of the leadership devolves upon "lay" persons, members of the group seeking instruction. The cooperation in training such persons by such agencies as the colleges and universities, teachers colleges, normal schools, the Home Economics Extension Service, state departments of education and local school systems has been sought and gladly accorded. As a result the quality of effort of "lay-led" study groups of parents is steadily improved.

Variability both as to objectives and as to quality of performance among the local parent organizations is a characteristic that glaringly meets the eye in any attempt to view the accomplishments of the groups as a whole. Many parent groups seem to be chiefly interested in school politics, in bridge tournaments, and other like superficialities. On the other hand, there are perhaps an equal number which are making honest efforts to cooperate with school authorities, to learn more of their jobs as parents through child study groups, reading circles, and the like. The national

agencies on the whole serve this latter group well, although the multiplicity of advice must inevitably be confusing to the local group. The large amounts spent by the Spelman Fund in establishing at several universities child development research institutes and in maintaining the National Council of Parent Education are worthy of note, although the degree to which these activities have been of direct service to the 10,000 parent groups is perhaps questionable. Unfortunately factional differences in this field have been allowed to dictate policies of national organizations all too frequently. The result is that the parent education movement is anything but a well-knit, cohesive effort, that many parent groups are actually suffering while the doctors give their time to disagreement, and that at least half of the parent associations of the country either disregard their educational opportunity or are serenely unconscious of it. Parent education is in need of central, general staff-work. Its place in adult education is unique and that place should be legitimately exploited. Most people are parents and the urge to know more of parenthood and of child-raising could not be greater.

#### POLITICAL EDUCATION

The depression has brought about renewed interest on the part of adults in the study of government and politics. In the last two or three years, hundreds of local and state taxpayers' leagues and associations have

come into being, each with the objective of keeping taxes at as low a point as may be consistent with good government. "Governmental research bureaus" in thirty-five or forty cities issue materials of service to such groups and in addition newspapers are supplied with analyses which form the bases of group discussions. More than one hundred Citizens' Councils for Constructive Economy have been formed, served from a central clearing house for information maintained by the National Municipal League. This recent movement was aided in 1933 by a grant of \$10,000.00 by the Carnegie Corporation. The radio has also been enlisted for the discussion of governmental questions under a cooperative arrangement between the National Advisory Council on Radio in Education, the American Political Science Association, and the National Municipal League. The widely heralded "You and Your Government" series of weekly broadcasts is the result. Professional students of government and public officials have participated increasingly in recent years in conferences, such as the Institute of Public Affairs of the University of Virginia, and the results of such discussions are made available in print to the many. The adult education of public officials—clubs, inspectors, firemen, policemen—has been the concern of some 200 special schools held during the last five years, sponsored by state leagues of municipalities and state universities. Adult political education is rapidly growing into a position of importance in the general adult education total.

## PRISON EDUCATION

Educational work of some sort has been carried on for many years in most penal and correctional institutions in the United States. However, in the last five years an expansion in the amount and an improvement in the quality of such work has become evident, in response without doubt to the general emphasis upon adult education and to the specific recommendations of Austin H. MacCormick's study *The Education of Adult Prisoners*, described in Chapter IX. Mr. MacCormick attributes the increase of interest in this field to large increases in inmate populations without commensurate industrial expansion, the emphasis of leading penologists on education as an effective agency of rehabilitation, the influence and example of the more progressive prison systems, and the cooperation of state educational and library authorities.

The reformatories for both men and women, and especially those for the latter, all have regularly instituted educational work for inmates, as do likewise most of the institutions of the Federal prison system, since the reorganization of that system in 1929 when education was made a major project. The reformatories for men stress vocational education, with the weakness, according to Mr. MacCormick, of "over-emphasis on stereotyped academic education and unselective vocational training on a mass-treatment basis." These methods are improving, however, he states, and particularly the reformatories for women have a socialized

viewpoint, providing individualized academic and vocational training based on actual needs and interests of prisoners. Here purely cultural activities, such as music, art, and the drama, are given representation. In contrast to the reformatories, "no prison in the country has an organized program of vocational training worthy of the name." Here the educational work ranges from the bare eradication of illiteracy to fairly well-rounded programs with organized instruction in the lower grades usually taught by untrained and unsupervised prisoners and utilizing juvenile texts. More advanced students usually rely on correspondence courses for which they pay the fees and in which they receive no local assistance. It is only in a few prisons, where usually the "cell-study" of correspondence courses is supplemented by local supervision, that the program really may be said to serve those of advanced or cultural interests. The response of prisoners to genuine educational opportunity may be gauged by the voluntary enrollments in the larger penitentiaries, ranging from thirty per cent in Atlanta and Leavenworth to seventy per cent at McNeil Island.

Mr. MacCormick, whose recent report is the basis for most of the observations herein, sees hope and encouragement in the increasing cooperation as between prisons and outside agencies, citing the excellent results obtained at San Quentin where the University of California, the State Department of Education, and the State Library have cooperated; and similar situations as between the Wisconsin Prison, the University of

Wisconsin, and the State Library; Sing Sing and Columbia; Utah Prison and the University of Utah, etc. He sees the need of a new concept of education within the prisons, a need for discarding juvenile techniques and the need for an understanding of general adult education objectives. And he emphasizes the obvious necessities of trained staffs, improved facilities, better teaching material, and adequate funds.

The seriousness of the educational problem within prisons, both with officials and with inmates, needs, it would seem, little stressing in a nation where prison outbreaks and the discovery of corruption run mad have been incidents of the last few years. The prison apparently is one place where adult education might well test its claim of possessing social significance.

#### PUBLIC SCHOOLS

The participation of the public schools in adult education, as has been explained in the section dealing with the foreign born, came about largely through the Americanization movement. The public schools led this movement, supporting the activities from tax funds, and accepting assistance from thousands of private organizations. As the movement waned in the early and middle twenties, a change took place in the offerings made to the adult clients of the public schools. The former emphasis on mere literacy and civics was slowly converted into a general cultural emphasis, and the "Americanization" courses gave way

to a more generous recognition of the cultural heritage brought by immigrants from other lands. Native-born citizens commenced to participate in the activities centered in the night schools and the change from "Americanization" to "adult education" took place. The Americanization teachers and supervisors formed the Department of Adult Education of the National Education Association and addressed themselves in time to a much larger educational problem than that originally contemplated in the earlier Americanization days.

Funds for the education of adults are provided in nineteen states and the District of Columbia. In the remaining twenty-nine states, funds may be expended for adult education only in the process of matching Federal funds distributed for vocational education by the Federal Board for Vocational Education (now a part of the United States Office of Education, Department of the Interior) and the United States Department of Agriculture. In the nineteen states offering general programs, the offerings range from courses designed for illiterates and the barely literate (both domestic and foreign born) to the full range of academic and vocational subjects taught in the elementary and secondary schools to children. The spread of this free adult education was rapid and by 1930, when drastic curtailments in tax budgets because of the depression commenced to be felt, most cities of 10,000 population or more maintained tax-supported evening schools. Numbers of these schools have been closed for



reasons of economy but reopenings are already being scheduled, and the increases in attendance in some of the larger centers have resulted in a total attendance not markedly lower than was the case before the depression. In some states nominal tuition fees have been charged during the late years of the depression, but the general practice even in these cases has been to admit the unemployed without payment of fee.

One great criticism of the evening schools lies in the fact that the large majority of teachers are regularly employed in the day schools and assume the added load of late afternoon, evening, or Saturday instruction for slight increases in emolument. As a result they come to the classroom tired and quite incapable of giving of their best to the exacting task of instructing adults. Again the temptation to depend upon the techniques of instructing children is great and many of these have proved downright ineffective when applied to adults. Facilities for the training of adult teachers are generally lacking and there has been little or no disposition on the part of evening school administrators to experiment either with new techniques or new subject-matter offerings. Little or no attention has been given to the attitudes and interests of the adults served. Cases have been treated in the mass rather than individually, and without doubt large numbers of adults become discouraged and drop out because of unintelligent handling. The teaching of vocational subjects is quite generally better done than that of non-vocational subjects. However, despite these handicaps, the pub-

lic school efforts for adults serve a highly useful purpose for a great many thousands of adults who otherwise would remain unserved. It would seem that the difficulties encountered are largely financial and administrative: good teachers can be found if remunerative rewards are sufficient and the administrative talent of the school officials ought in time to become equal to the task. The Des Moines experiment blazes a trail which other school systems can follow: good leaders and teachers plus administrative skill and an admixture of social philosophy provide a formula that might well be followed elsewhere.

In the early years of the adult education movement, the public school contingent, at that time somewhat limited by its Americanization horizons, looked with a certain amount of suspicion and distrust upon the private organizations which were then commencing to formulate their views and philosophies of action in adult education. The public school element regarded the newcomers as poachers in their preserve and resented keenly criticisms leveled at their procedure. The critics exhibited a like distrust and misunderstanding of the difficulties of integrating the adult in the public schools. The progress of the adult education movement has seen this mutual suspicion and distrust melt into nothingness. Cooperation of adult education leaders in the program of the N. E. A. National Commission on the Enrichment of Adult Life, with its branches in forty-eight states, and the cooperative publications program of the N. E. A. Department and the

American Association for Adult Education are but surface indications of the extent to which the public school group and private adult education have gone into partnership.

It seems highly probable that the greatest developments, in point of numbers of adults served, in the whole field of adult education during the next decade will revolve about the public schools. Availability of plant facilities make this a logical move. Again new types of architectural design in modern school buildings make for the inclusion of communal rooms and equipment easily convertible from the ordinary day use of children to the evening and Saturday use of adults. The better rural and small town schools are leading the urban centers in the conception of the easily accessible school building as a social, educational, and recreational center. With the growth of the need and demand for adult education, school boards and school officials are coming to the realization that responsibility does not end when the child is sent home at three in the afternoon. School building investments in auditoriums, laboratories, handicraft rooms, shops for vocational training, school libraries, school museums, swimming pools, and athletic fields and equipment are large, and there can be but little justification for their use during a scant six to eight hours each day. Night and day and Saturday use of such facilities for all members of the community served, young and old, more and more is becoming the vogue. The step from the social and recreational use of such facilities by adults to the only

slightly more formal establishment of adult study groups is short indeed. Once the gap is bridged, needs and demands are limitless.

The present depression-induced outcry against "lavishness" in school plants is doomed to certain defeat. As adult use increases, it is highly probable that proportionally larger and larger investments will be made in school buildings and equipment. There can be no more safe or wise investment for a community than in family centers for social, educational, and recreational use.

The development of such centers will call for much more highly trained adult group leaders than are at present available. Facilities must be provided for the training of such leaders and a large amount of local experimentation in the field will of necessity be carried on. The Federal emergency relief program in adult education has seen many classes for adults fail because of improper, unintelligent leadership. Teacher-pupil attitudes disappear when adults become students, the teacher's rôle becoming that of a learner along with the adults he leads. It will take years to overcome present child-teaching techniques and attitudes, but overcome they must be in the face of the adult student's inalienable privilege of walking out on his leader in case the educational activity does not interest him. Parental discipline and compulsory school laws have been and are the protectors of much bad teaching in day schools for children. The adult demands not only better teaching but a genuinely sympathetic attitude

on the part of the group leader toward the educational problems of the members of his group.

In reviewing the last ten years of adult education in the public schools, one must admit that a great and useful task has been performed as well perhaps as could be expected in the light of inadequate funds, overburdened teachers, few materials of instruction, left-handed administration, and a complete absence of known techniques. That with these deficiencies overcome the effort could have been—and will be—of much higher quality, school officials would be the first to admit. The American public school system for children is the most widespread and in many ways qualitatively the best in the world, detractors to the contrary notwithstanding. There is every reason to believe that a frank acknowledgment on the part of the public, the school boards, and the school officials that the education of adults is one of the important objectives of the school system will produce in another decade or two a publicly supported system of adult education in which the nation can take pride.

But the effort will take both funds and brains. Both will have to be wrested from that sort of political opposition which in the post-war days has been rife in our municipalities. Politicians have their own sweet uses for public funds and an enlightened voting public is not an end to which swashbuckling politicians willingly pay tribute. It is with sincerity that the statement is made that the success of the American experiment in democracy is dependent to a much greater

degree than is generally realized upon the maintenance of an adequate system of adult education through tax-supported agencies. And the public school is the chief of such agencies.

#### PUPPETS

The use of puppets and the miniature stage in adult education have comprised a recent discovery in America. Long in use in Europe, it is mainly in the last decade that professional and amateur groups have come into being in this country. Such groups study play presentation and the intricate techniques of puppet manipulation. A half-dozen colleges and universities maintain courses in puppetry usually in connection with other activities in the dramatic arts. Perhaps an equal number of professional groups are of more than local significance. Puppetry has also proved helpful when used by occupational therapists in hospitals.

#### THE RADIO

The conditions under which the National Advisory Council on Radio in Education came into existence have been described in Chapter IX. It constitutes the only national organization of standing serving the field of radio education, either informationally or experimentally. It has been severely handicapped by the lack of adequate funds for experimental programs and for the organization of local groups in the various communities concerned with educational broadcasting

problems. Notwithstanding these handicaps, its informational service, its nation-wide broadcasts of educational materials on an experimental basis, its extensive publications program in cooperation with the University of Chicago Press, and its annual assemblies have provided both the public and the broadcasters with an authoritative center for the discussion of radio education problems. The potential size of the listening audience in America on educational broadcasts is enormous. The individual merit of the broadcasts seems to be the sole gauge of their acceptability by a listening public evidently avid for sound education in broadcast doses. The readiness of the great broadcasting chains to make choice broadcasting periods available without charge for national hook-ups gives evidence of their belief in the public's desire for education by radio. If by experimentation with varieties of subject matter and methods of presentation, the five million people who are known to listen more or less regularly to the Council's programs can be materially increased in number, there seems no reason to doubt the statement that the radio is the most potent inciter to adult education in America today.

A great deal of study and experimentation must take place if the radio is to realize its highest effectiveness as a powerful weapon against ignorance. Local councils and listeners' groups must be organized and their reactions studied. Interest-finders must be employed and their results checked. The kind of people who profit most from educational broadcasts are not those

who customarily write the so-called "fan-letter." Techniques of presentation must be devised and perfected and their performance tried out in carefully planned laboratory "workshops" and in selected broadcast areas. All the intricate problems of simplification without vulgarization confront the educational broadcaster, as they do the writer of adult texts and the public lecturer. The possible use of the gramophone record and other mechanical aids to learning must be explored. It must be discovered whether radio "personalities" must be built up for broadcasting purposes, or whether the public prefers the less expert broadcasters who are authorities in their subject-matter fields. Means of enlisting the imagination of the listening public and their appreciation of knowledge as all being in related fields rather than in separate compartments must be devised. Voice tests, time sequences, musical and sound effects—all must be studied if educational broadcasting is to compete on the air for the listener's time against such purely recreational features as vaudeville sketches, jazz orchestras, and the like. Means for the all-important follow-up, through dissemination of printed lectures, through book lists and the public libraries, through syllabi, through newspaper columns, must all be taken into account. And the list continues! The National Advisory Council has made auspicious beginnings in most of the indicated directions. Given time and funds it will accomplish much, for it has been the policy of the organization always to admit its own mistakes and, in the true experimental spirit, to attempt to profit by them.



There seems to be no other central body for the development of ideas about educational broadcasting than the Council. The National Committee on Education by Radio with headquarters in Washington and which has been supported financially by the Payne Fund, has made certain studies and has carried on active propaganda for the government control and operation of broadcasting. The forty-five national public service organizations that employ broadcasting regularly will undoubtedly be of assistance as reports of their experience are compiled by the National Advisory Council.

The stations owned and operated by educational institutions seem unlikely to throw much light on the problem. Less than fifty of these stations survive of 150 or more originally licensed. On the whole their technical facilities are deficient and, in the large majority of cases, their lack of power makes for restricted audiences. While some institutions have produced notable programs in the past, few are now experimenting because of lack of funds. All too many of the university and college stations have been operated as adjuncts to their engineering and publicity departments rather than subject to the usual academic and administrative checks. Educational institutions seem to have achieved the best results when their broadcasting has been done on time assignments made without charge by commercial stations in their areas.

Radio education is an adult education development almost exclusively of the last ten years. Its future seems assured in that stricter governmental regulation

of the private broadcasting agencies seems to be the trend, and such stricter regulation seems bound to recognize public interest in and demand for educational subject matter. Even in the past the dearth of good educational features on the air has been attributable less to the unwillingness of broadcasters to assign time—a healthy fear of the consequences has dictated a policy of generosity—than to the natural scarcity of really good educational features. This is a condition that can be remedied only by careful study and experimentation, and adequate funds therefor.

#### RECREATION

Adult education as recreation and recreation as adult education have been dealt with elsewhere in this report. The increasing tendency to utilize music, the drama, the dance, games and sports, the handicrafts, camping and nature activities, holiday celebrations, historical pageants and the like in both fields is eloquent testimony to their close kinship. Ten years ago neither the educational nor the recreational group was wont to think in terms of the other's problems. Today no wise deviser of programs for adults dares disregard either of the two fields. Their indissolubility and inextricability are assumed from the start with the result that the individual adult is offered a much more balanced program than ever before. The huge spread of the recreation movement, with its many millions of participants, should be mentioned only in this report as an

indication of the possibilities of certain informal types of adult education. School and other community centers, church and other religious organization headquarters, social settlements, public parks and other municipal facilities, all provide settings in which the proper admixture of recreation and adult education can be worked out by well-trained leaders. The idea of the relationship between recreation and adult education, strangely enough, is new. It will be interesting to observe the manner in which results are obtained in the next ten years. Present curricula for the training of recreational leaders in educational techniques accurately forecast the trend.

#### RELIGIOUS GROUPS

The adult education activities carried on by religious groups in the United States fall within two classifications: (1) those conducted directly by churches or religious groups for their memberships and guests, and (2) those conducted by large national religious organizations under lay leadership through local branches for the benefit of the public. A forum in the Baptist Church of Middletown would be an example of the first classification, and the educational program of the Middletown branch of the Young Women's Christian Association would illustrate the second. Both types of activity usually offer, on the one hand, instruction in religion *per se* and, on the other, secular instruction over a wide range of subjects. The amount of adult

education conducted by religious groups is almost impossible to estimate; that it is large, and even larger than surface examinations indicate, seems highly probable.

The widening of the scope of church educational programs from the familiar "Bible school" to the inclusion of discussion of social relationships has been under way for more than twenty years, but marked increases in the latter type of activities have been evident in the last decade, due, without doubt, in considerable part to the impact of the adult education movement. The Protestant churches participate in their educational programs with the aid of expert staffs maintained by the Federal Council of Churches of Christ in America. The whole field of social relationships is included (international relations, the economic situation, child guidance, inter-faith relationships), publications for aid in local programs are issued, leader training courses for pastors and laymen are provided. The International Council of Religious Education has prepared standard teacher training courses which are widely used. Numerous conferences on leader training are held. Three of the Protestant denominations maintain full-time directors of adult work and a number of other denominations have part-time directors.

Although there has been a great deal of adult education, particularly of the contemporary forum type, carried on in Jewish congregations in this country, it has not been centrally organized until recently. In 1932,

the Rabbinical Assembly of America and the United Synagogue of America appointed a Joint Commission on Adult Education, whose findings have not yet been made public. The Jewish Welfare Board, parent organization for Young Men's and Young Women's Hebrew Associations and Jewish Community Centers, encourages study groups, open forums, choral societies, and other forms of adult education.

The Catholic Church relies chiefly upon the ritual for instructional purposes. However, the National Catholic Welfare Conference maintains a news service with educational features, and through its Social Action Department is interested in the improvement of industrial relations. The National Councils of Catholic Men and Women have organized a study club committee, serving about 800 clubs in different parts of the country and providing study outlines on religion, education, health, citizenship, immigration, etc. Extension courses are offered by Catholic universities.

The radio is utilized by all the major religious denominations.

Varied programs, both vocational and non-vocational and both formal and informal, are offered by such organizations as the Young Men's and Young Women's Christian Associations and by the corresponding Hebrew organizations. The Knights of Columbus organization conducts correspondence courses for members of the Catholic order and their families. In the Y. M. C. A. the offerings in nearly all branches in the early part of the decade under examination were pre-

dominantly technical and vocational in nature. Formal class instruction was the rule. Often the course offerings overlapped and were in competition with vocational education offered elsewhere in the same community—in the public schools and in private institutions, both of secondary and of junior college grade. It is to be suspected that many of the Y. M. C. A. educational enterprises were conducted for the purpose of producing profits from fees that could be applied to less remunerative activities of the Y. M. C. A. In 1926 and 1927, however, a movement to liberalize the Y. offerings, to conduct more work of the informal type and to minimize financial yield started, the ideas emanating from an alert group of young officers attached to the National Council of the body. A series of careful checks of educational objectives was begun, quality of performance was emphasized, the clientele was intensively studied to determine needs and desires. The Y. M. C. A. seemed on the highroad to realizing its broad educational possibilities when the advent of the depression caused the curtailment of much of the program that had been undertaken. When better times return (if no change in intention occurs), the Y. M. C. A. will be in possession of an improved outline for its educational activities which in time ought to make it a most influential adult education body.

Informality and liberality of point of view with regard to education for many years have been the dominating motives of the Y. W. C. A. educational

offerings. Numerous informal groups on a wide variety of subjects have been organized in most of the larger branches, their number having steadily increased in response to the general adult education urge during the ten years in question. Quality of educational performance has been stressed and education has ingeniously been worked into the general Y.W. program. The National Board officials have devised flexible outlines that can be used effectively in most local situations. Careful studies of the clientele served have been general and the result is evident in the effectiveness and highly satisfactory nature of the educational activities attempted.

Informality of approach, great reliance upon the discussion group and the forum, and a general cultural rather than a vocational objective have been characteristics of the educational programs of the Jewish organizations, both the Y. M. and Y. W. H. A.'s. It is estimated that approximately 15,000 adult Jews are included in organized classes throughout the country in Reformed and Orthodox congregations, "Y's" and Jewish centers.

It is noteworthy that in neither the young men's nor the young women's organizations has the educational work been flavored with an undue amount of piety and sanctimoniousness. In this respect the lay organizations have withstood a temptation to which the churches in their so-called secular programs have all too often succumbed. It took some 250 years for

American education to free itself from ecclesiastical domination. It is to be doubted whether, in the light of education's emancipation, the religious organizations in the long run can succeed in adult education unless they are willing to subject all fields of study to scientific approach. The lay-dominated religious organizations, like the Y. M. and Y. W. C. A., have succeeded about in proportion to their willingness to have their clients seek education for education's sake alone.

#### SETTLEMENTS

The social settlements in the United States, unlike those in England, have been a long time in arriving at a conception of their work that includes education as one of the chief desiderata. In England some eight or ten years ago the great London settlements banded together in an Educational Settlements Association, and with the cooperation of this organization many of the more interesting settlement house innovations in treatment have been developed since 1924. In America no such central educational organization exists, although of late years the National Federation of Settlements, under the leadership of some of its more progressive members, has commenced to gather information on significant experiments in educational and recreational work for adults, to make such information available to its members, and to hold conferences and discussion groups of leaders on projects for adults. There is no doubt that the settlement leaders have begun to see



the adult education light, but that they discovered it late and as a result of the movement from outside is equally clear.

Of course there are notable exceptions to this generalization, Hull-House and Chicago Commons in Chicago and Greenwich House in New York perhaps being the most outstanding. The university connections of many early settlement houses made extension courses available and the teaching of English to immigrants has been a feature of the programs of most of the settlement houses from their inception. Encouragement of free discussion of current questions and consequent study groups have been characteristic of many settlements. Settlement clubs for women and men have in recent years developed strong educational programs. Excellent work in the arts, handicrafts and music has been done in more than a few of the neighborhood houses, some of it of superior quality indeed.

The charge against the settlements, in short, is not one of non-performance of educational work. Of that they have done a good deal and some of it excellently. There has been, however, a lack of recognition of many of the central problems of settlement houses as educational in nature, and a consequent failure to utilize the educational resources of the communities in the solution of those problems. It is not too much to say that the adult education movement is one among a few compelling factors causing a general overhauling of settlement house objectives. In the future, the general partnership between adult education, recreation, library

and public school workers will be enlarged inevitably to include the social workers.

#### SPECIAL SCHOOLS

Within this classification are included many of the interesting ventures in adult education dealt with under other headings. Adult schools, people's institutes, resident schools, opportunity schools, schools for social study and research are some of the titles applied to such enterprises. From the point of view of experimentation, the special schools constitute the most interesting phase of adult education in America. It is here that new ideas spring up, are tried out and succeed or fail with consequent benefit to the rapidly developing art of leading adults on to their own education. Some of the institutes here included are mere lecture platforms: they hold little of exceptional interest to the adult educators. On the other hand, educational innovation is the rule rather than the exception in such educational adventures as the Tulare (California) Adult Week-end School, the Opportunity School of Denver, the Berea (Kentucky) Opportunity School, the Ashland (Michigan) Folk School, the People's Institute of New York, the People's Institute—United Neighborhood Guild of Brooklyn, the Institute for Adult Education of the DeWitt Clinton High School of New York, the Neighborhood Teacher Association of New York, the New School for Social Research of New York, the John C. Campbell Folk School of North

Carolina, the Community Schools of Buncombe County, North Carolina, the Opportunity Schools of South Carolina, the Civic Federation of Dallas, Texas, and Fletcher Farm of Vermont. Most of the special schools are privately organized and maintained, though there has been an encouraging increase in tax-supported experimental ventures of this character in the last ten years.

These are the outposts of adult education. They have contributed much to the adult education movement and will contribute more. As a rule they are inadequately financed but they make up for lack of funds in zeal and devotion to their ideals. That the adult education movement as a whole has been a spur and an incentive to their development of ideas, they would be the first to acknowledge. The special schools come nearer to representing the free and unfettered ideal of adult education than any other of the scores of different types of activity present in America today.

#### THE LITTLE THEATER

If the little theater in the United States today represents an audience of three-quarters of a million to a million people, as Kenneth Macgowan believes, then the mere performance result of the presentation of good plays represents a considerable educational and cultural gain year by year. But in addition there are many thousands of participants in the study and presentation of plays—actors, managers, technicians—

and for them the study of the theater on an amateur basis is a fascinating educational activity of first consequence. The decline of the road companies, the blatant vulgarity and inartistic tone of the bulk of motion pictures, the age-old lure of the legitimate stage all have contributed to the rapid growth of this phase of adult education. Universities and colleges, high schools and community clubs and groups contribute leadership to these activities. The National Theatre Conference, described in Chapter IX, provides advice and technical assistance from the matter of the choice of a play to the building of an auditorium. Its publications are greatly in demand and the quality of the little theater effort throughout the country is improving as a result of its activities.

It would seem that the use of the drama and the other arts in increasing amount in adult education is inevitable. Every study of interests reveals a desire to know more of those subjects which fall on the recreational side of adult education. The wise program-maker responds to these desires, and why should he not? Surely education need not be unpalatable in order to be education. The individual who gets his introduction to Shakespeare through the theater is more likely to appreciate the great master than the compliant student who was assigned by his classroom teacher to read the first act of "As You Like It" but told on no account to read more! In the hands of wise administrators, the drama in adult education can be made the focal point of a deal of educational content matter. Adult educa-

tors must learn their lesson in attempting to interest their clients in education first at the point of least resistance. The drama is an important point of least resistance for most people.

#### TRAINING BY CORPORATIONS

Prior to 1931 there were several hundred industrial corporations of size offering their employees training either during or after working hours. This type of instruction, ranging from elementary to the highly technical, has all grown up in the last fifteen or twenty years, as a result of the augmenting complexity of industrial processes and because of the inability of public and private vocational schools to meet such varied needs. Since 1931, because of depression retrenchments, many of the industrial corporations have been forced to suspend their programs or to curtail them drastically. Employment managers generally, however, believe that as soon as business conditions again approach the normal, the programs will be re-established. Although most of the courses offered have been designed for increasing the efficiency of the worker on his job, certain of the employers have recognized their educational responsibility to their employees as much wider in scope and have provided opportunities for cultural and practical educational exercises unconnected with the job. Rapidly changing conditions in industry at the present time will probably dictate new policies in the handling of employees. It is hard to visualize

these new policies as neglectful of employee educational opportunity.

#### TRAINING LEADERS

The problem of leader training has been dealt with in most of the sectional descriptions of adult education. Nearly every type recognizes the necessity for skilled leadership and nearly every group of adult education agencies has commenced action within the last five years to provide special training for group leaders. These training facilities are usually provided for professionals but often for lay leaders as well, for volunteer leadership is much resorted to in adult education even in its highly organized branches. Full-time adult teaching opportunities are rare and most of the burden is carried on a part-time basis. This is greatly to be regretted, for the real strides in quality of teaching will not be made until men and women are undertaking careers in adult teaching on a full-time basis, undisturbed by other vocational interests.

#### OPPORTUNITIES FOR THE UNEMPLOYED

In the course of the economic depression, special facilities for the unemployed have been provided by almost every kind of adult education organization. Remission of fees has been general, secondary and collegiate institutions in many cases have waived both fees and academic requirements, and on the whole the adult

out of a job interested in continuing his education has been adequately served. Chief among the unemployment ventures has been the Federal Emergency Relief Administration's huge program of adult education, involving an expenditure through the states of as much as \$2,000,000.00 a month. This enterprise is discussed elsewhere in this report. Public libraries have also made special provision for the unemployed and the enthusiasm with which these facilities have been utilized is testimony to the worth-while nature of the experiment. Churches, settlement houses, young men's and young women's organizations and other private organizations have enlarged their programs to care for those so unfortunate as to be out of work. In a few cities, vocational and educational guidance clinics have been established. The emergency ventures on the whole have served a highly useful purpose, but they have contributed little knowledge to adult education. It is confidently expected that when the emergency has passed, the regularly organized adult education agencies will be able to care for the reduced load of unemployed, but generosity in tax budgets for education will have to prevail if this hope is to be realized. The public school responsibility will be heavy indeed.

#### UNIVERSITY EXTENSION

The natural assumption that in university extension would be found the very quintessence of fine practice in adult education unfortunately is far from being true.

Dr. Hall-Quest's 1924 picture of the typical extension student as a woman teacher aged about 33, desperately trying to overcome previous deficiencies in education or attempting to raise her meager salary by "refresher" courses in education, is still correct, though the trend in the last five years is all in the direction of a broader clientele and a richer offering of subject-matter. The charge that the extension divisions, by and large the country over, are predominantly "credit mills" is justified by the facts. Large numbers of teachers, former university and college students who have dropped out through financial or scholastic inadequacy or for health or other reasons, most of them working for credit to be applied toward a degree to be granted after future college residence, comprise the rank and file of university extension students. That such attempts to overcome handicaps are praiseworthy no one will deny, but they usually do not constitute adult education in the free and unrestricted sense characteristic of many other adult education enterprises. The University of Wisconsin reports large increases in enrollment in the last several years in courses offered not for credit. It is to be surmised that other university extension divisions are encountering like trends, but statistical studies are lacking except at Wisconsin. If the trend at Wisconsin is typical of the country as a whole, there is a new day dawning for university extension. The moment universities attempt to meet the general educational needs, in contrast to the specific vocational or college credit needs, of the sections of the population that they



serve, a veritable heyday of adult education on the upper levels ought to result.

The bulk of the extension offerings of the country is made by the state universities which of course are maintained from the tax budgets. Their extension divisions, however, are seldom more than meagerly subsidized from the tax funds. Course fee exactions are always made and the revenue derived from such fees supports the extension activity not covered by the subsidy. The financial practice varies among the institutions. Some years ago the University of California from tax sources supplied four out of every seven dollars spent for university extension, the extension students supplying the other three. But this university has receded to a "fifty-fifty" arrangement, and the depression years may even have reduced the state appropriation to less than half. At the other extreme are the numerous university extension divisions which are required to be self-supporting or nearly so, and such universities as Columbia where in normal years extension is made to pay a handsome profit—a profit devoted not to extension but to general university uses. That such practices are reprehensible there can be no doubt: there is little to choose between the exorbitant prices of a private correspondence school conducted for profit to individuals and a university which exploits its name at high cost to its extension clientele. Certainly it is best that extension, like other forms of education, should be subsidized as heavily as the public and quasi-public funds involved can be spared.

Charging extension students "all the traffic can bear" is unfair and unethical whether done by a private corporation or a great university.

Extension activities at most institutions fall into two main divisions, class and correspondence. Classes are usually held in urban centers in the late afternoons and evenings, sometimes in university buildings on their own campuses and sometimes in cities and towns hundreds of miles from the sponsoring institution. Correspondence work is home study exclusively, except in the rare cases where universities have experimented with supervised groups of correspondence students. Both varieties of extension activity are generally credited toward a degree, the practice differing among institutions but usually being limited, in correspondence work at least, to one-fourth to one-half of the total credit necessary for a degree.

University extension is long-established in the United States. The idea was imported from the Universities of Oxford and Cambridge in England and first flowered in the nineties of the last century, though the Philadelphia Extension Society was organized as early as 1875. The extension divisions maintain lecture bureaus largely for the scheduling of their own faculty members at various places within their geographical areas where demands may be made or may be induced. The usual practice in lecture engagements is for the inviting group to cover travel expenses and the fee of the lecturer plus a small charge for booking. The lecture activities of the extension divisions retain much

of the flavor of the early extension efforts in this country and in England. They are valuable as "in-citers" but produce little educational result unless followed up by class or correspondence work.

Both class and correspondence extension offerings cover a wide variety of fields, roughly duplicating much of the regular offerings of the collegiate course and a great deal that is more or less carefully camouflaged secondary education. The quality of work done by both correspondence and class extension students is surprisingly good, in many cases surpassing that done by the institution in its regular curriculum. Greater maturity of students and a more serious purpose contribute to this result. The quality of instruction offered in correspondence courses is extraordinarily meritorious. No one who has even examined study papers submitted in a well-conducted correspondence course can again doubt the efficacy of the method. The quality of instruction in university extension classes is on the whole slightly lower than that of regular college classes, because of the fact that such classes are predominantly taken by younger and less experienced faculty men desirous of augmenting their incomes from this source.

In 1924, it should be stated frankly, university extension was definitely outside the pale of academic respectability. The current faculty pose was to regard extension as the illegitimate offspring of universities and colleges, and either to hide its existence as much as possible, or to heap objurgations upon its head. It

is still not quite respectable but at least the paternity of the child is recognized. It even eats at the table with its betters although it is true that only the less desirable portions in men and materials are served to it. However, there has been an emergence out of a sort of academic bastardy into a status similar to that of the "poor relation," whose services are accepted but not particularly appreciated by the household. Broken-down and unsuccessful professors are still shunted into academic and administrative posts in university extension, where they prove quite inadequate to the exacting instructional and other tasks that confront them there. Such men evolve few plans and are content to coast out their existences. They prove easy prey for alert young academic charlatans who seem to be attracted to extension divisions because of their publicity possibilities. Such men, usually possessing degrees but without education in the real sense, cause university extension divisions to attempt flashy, superficial, and undignified activities, cheapening to the name of the university they represent. There is thus a vicious partnership resulting in harm to universities and to adult education. It will not be remedied until wise university administrators divert faculty men of the highest standing into the study of university adult education and teaching problems.

The above criticisms would not make their point were it not to be emphasized that university extension is at the moment in a violent state of change. Conditions in most divisions are steadily getting better, fewer

charlatans are being taken on, better faculty men are becoming interested, and administrators with their ears to the ground, having become conscious in the last five years of the great, growing and respectable adult education movement, are now casting coldly critical eyes upon their own university efforts in this direction. The universities are magnificently organized to perform adult education work of the highest and most beneficial character. In point of fact, almost all of the really excellent adult teaching being done in this country is performed in spare time by university faculty men and women. But they do not as a rule perform it through their own extension divisions, more's the pity. This is the kind of administrative lack of coordination that college presidents are paid to fix. Some of them have commenced the task and others will. And most of the credit for the present and impending changes rightfully goes to the adult education movement, working from outside the universities.

#### VISUAL EDUCATION

The United States definitely trails behind several European countries in the development of visual education aids for adults. The nation that has developed the commercial motion picture until its films cover the world has done relatively little for the development of the educational motion picture. The University of Chicago, Yale University, and the University Film Foundation affiliated with Harvard University

are the only educational agencies that have undertaken experimentation on any large scale. They have only scratched the surface in a field where research and study problems abound. Some of the best educational experimentation has been done by a commercial concern, Electrical Research Products, Incorporated, a subsidiary of the Western Electric Company engaged in the manufacture of sound motion picture projectors. Films developed experimentally by this company have done much to show the extraordinary educational possibilities of motion pictures. If ever a field needed the organization of a central information clearing house, a body to plan, sponsor, and finance educational experimentation with motion pictures, it is this. The possibilities are at least as great, and possibly greater, than in the radio education field.

Various other forms of visual instruction need attention likewise. Stereopticon slides, combinations of slides and films, photographs, pictures, posters all might be studied with profit. Extension divisions of universities are the most active experimenters at present, but few careful studies have been made. This is a sub-field of adult education crying for action. Somebody ought to do something about it. There are limits to the interests the American Association for Adult Education can undertake at one time. It would seem that some educational foundation might see a great opportunity in the visual education and mechanical-aids-to-learning field.

## VOCATIONAL EDUCATION FOR ADULTS

Adult vocational education includes a tremendous aggregate of training offered under a variety of public and private auspices for all those, regardless of age, who have left school to go to work. Part-time continuation schools, apprentice schools, public and private evening schools, foremen's courses, police colleges, mechanics institutes all are concerned. The list is long. The city, state and national governments all foster programs, employers' associations and trade unions offer courses to workers. The 1932 figures of the Federal Board for Vocational Education, administering support funds under the Smith-Hughes Act, show 400,000 adults enrolled in evening vocational classes and 367,000 youths and adults enrolled in part-time classes, both efforts under state and local supervision. Great special schools have been erected to carry out this work, the Milwaukee Vocational School and the East Side Continuation School in New York City being perhaps the best examples of the huge compulsory part-time effort. Cooperative institutions are increasingly coming into being, this type providing for half-time in school and half-time at work, with a close coordination between the two activities. The depression has caused the continuation school enrollment to decline rapidly, young people finding it difficult or impossible to find work and hence remaining in full-time schools. This has resulted in serious crowding in both academic and trade high schools.

The apprentice program is the oldest type of vocational education, though the results have been wholly satisfactory neither to the young workers nor to business. The better arrangement seems to be for the public to assume the cost of school training but for the employers to provide at the same time training on the job. Many such modified apprenticeship training arrangements, carried on by arrangement between school authorities, employers, and trade unions, are working out satisfactorily. A similar cooperative basis is afforded in the schools for vocational agriculture operated under the Smith-Hughes Act, where young farmers engage in farming for a period of at least six months under the supervision of their agricultural teachers. Vocational home-making classes for adults enrolled 152,444 women in 1932.

An example of the extent to which evening vocational education for adults may be carried is cited by Dr. Franklin J. Keller, in a recent report to the American Association. In the New York City industrial area there are twelve local engineering colleges and technical institutes of which nine offer evening instruction, four Y. M. C. A. evening schools offering technical instruction, twenty-five evening public trade and vocational schools and thirty-three other evening trade and vocational schools. A couple of years ago the National Council of the Y. M. C. A. reported enrollment of 90,000 students in its colleges of engineering, commerce, law, business and technical schools. The number has decreased sharply since.



National problems in adult vocational education are studied by the American Vocational Association, a large and influential organization composed of thousands of teachers of vocational subjects. America's vocational education task has been well done. In the face of an economic depression, it appeared not so much that it was overdone as that its directions had not been carefully planned and that outlets or terminal facilities for the human product in many cases did not exist. That there was over-specialization in vocational education even today's perspective on the depression indicates, and the resulting trend already evident is to train much more for versatility within a certain group of trades or skills than for over-detailed specialization. The vocational training of the future is dependent upon industrial and commercial developments at present not possible of being forecast. But that changes will ensue, no one doubts.

#### VOCATIONAL GUIDANCE OF ADULTS

A report from the National Occupational Conference states that adult vocational guidance is offered by evening vocational schools staffed with vocational counselors, by Y. M. C. A.'s and similar social agencies usually in cooperation with their employment offices, and by consulting psychologists. The discharge of and refusal to employ persons over forty years of age by certain corporations—a growing tendency, it is feared—threatens to leave such persons permanently unem-

ployed unless they can be adjusted to new occupations. This lends more than ordinary importance to present efforts to provide guidance agencies for adults.

Guidance procedures usually include some one or more but seldom all of the following factors: physical and psychological examinations, counseling, instruction in occupational opportunities, instruction in how to apply for a job, placement and follow-up. Counselors generally do not try to relieve the individual of his responsibility to make his own decisions. Numerous charlatans operate in the field.

Aptitude tests and vocational interest blanks, in the hands of competent psychologists, have been found useful tools, but in the hands of laymen they are likely to prove highly dangerous. The great number of occupations—the Census lists 25,000 classified in 557 groups—further complicates matters since there is little available in the way of adequate, accurate information concerning them. Until the formation of the National Occupational Conference by the American Association for Adult Education in 1932, there existed no central source from which counselors and others might receive aid in discovering existing materials on any given occupation.

Many national organizations whose chief interests lie in other fields concern themselves with the vocational guidance of adults, as do the large professional associations and the labor unions. The United States Department of Labor is commencing studies in this field and the United States Office of Education and the

Federal Emergency Relief Administration have included the vocational adjustment of adults in their emergency programs, both in the programs conducted in Civilian Conservation Corps camps and in those under public school auspices. The most ambitious project in adult guidance has been that conducted in New York City for the unemployed, entitled the Adjustment Service and operated as an adjunct of the American Association for Adult Education. This Service is also described in Chapter IX. The statistical studies to be made of the 13,000 cases of individuals served will provide data expected to be of value in determining future adult guidance programs.

#### VOCATIONAL REHABILITATION

Development of the laws governing workmen's compensation over the last twenty years has assured injured workmen of financial support during the period of convalescence in sufficient quantity to make possible concerted efforts to return them to self-support. The best principles of vocational guidance and vocational re-education, however, must be applied if the process is to be successful. In 1933 the Federal Board for Vocational Education announced that about 300,000 persons became seriously disabled each year through accident and disease. Twenty per cent. of this number have been found incapable of returning to their old jobs or of following careers in their chosen vocations. Rehabilitation of these individuals is effected at an

average cost of \$300.00, whereas the maintenance of a dependent person at public expense costs from \$300.00 to \$500.00 per year. The average age of rehabilitated persons is 32 years, each with a work-life expectancy of 36 years. Rehabilitated persons frequently exceed their wage earnings prior to injury and often the increase is greater than the cost of rehabilitation.

Forty-five states are carrying on rehabilitation programs in cooperation with the Government which grants subsidies for this work under the provisions of the Civilian Rehabilitation Act. The individual case method is used, for the work can not be done in groups. Many social work and welfare organizations, both private and public, throughout the country carry on rehabilitation work independently and in cooperation with state and Federal bureaus. Much interesting rehabilitation work is performed in hospitals, and recently certain of these organizations have commenced to experiment also with general adult education programs of a non-vocational character.

#### WORKERS' EDUCATION

Unlike most of the European countries, the United States does not possess a well-knit, class-conscious workers' education movement. There are several reasons for its absence in the particular form in which it has spread abroad. There is a great deal of workers' education in America. Many, many thousands of workmen and women are participating in all of the

manifold types of adult education offered in our communities but they are participating not primarily as workers but as citizens. One of the reasons for our departure from European precedent lies in our ever-present consciousness of the democratic principles upon which the nation was founded.

Democracy in America came as the result of a sudden severance of mother-country ties and a corresponding "New Deal." In Great Britain, the process has been one of steady evolution with some of the outworn vestiges of autocracy remaining sentimentally even to this day. Consequently, in Britain as in most European countries, there are recognized class and caste systems which have no place in the American theory of every man for himself, regardless of his heritage or his vocation. For many years educational rights and privileges had been withheld from the working class in Europe; and the workers' education movement, centering largely in the great universities it should be added, grew up as an effort to overcome the educational handicap imposed by the class system. In the United States, no such conditions obtained. The spread of the free public school system from elementary to secondary and finally to collegiate grade placed the workingman and the workingman's son and daughter in a position of something like equal privilege to those more fortunately situated. In addition to the two reasons cited, there was a third element in the ease of changing one's financial status in a new country. Easy money—both easy come and easy go—has tended to prevent class

crystallization. One's ditch digger of today might be one's landlord of tomorrow. Hence there was little necessity for a workers' education movement similar to those of Europe but, on the other hand, a more general participation in education by workingmen and their families.

American workers' education has grown up around the needs and desires of industrial workers. It is part of the inclusive field of general adult education in this country but a specialization within it, distinguished by the "cultural validity which it has placed upon the workers' experience and by its relation to the interests and problems of workers in modern industrial society." It is definitely related to the labor movement. In its specialized field, "it has evolved a method of instruction appropriate to its task, it has created its own facilities, and it has developed materials to serve the growing needs of the movement." (The quotations are from a recent report on workers' education formulated by the Secretary of the Workers Education Bureau of America, affiliated with the American Federation of Labor.)

The modern workers' education movement started with the formation of the Workers Education Bureau in 1921. In the same year was held the first summer school for women workers in industry at Bryn Mawr College. This school has now developed into the Affiliated Schools for Workers, schools having been held also at the University of Wisconsin, Barnard College, and in the South. Also in 1921, the Brookwood

Labor College opened as a coeducational resident institution for the training of leaders in the workers' movement. Other resident schools have since been established, including the Vineyard Shore School of New York (formed by the Affiliated Schools group), the Commonwealth College of Arkansas, and others.

The union groups in the United States have from time to time formed study classes. Their number varies and on the whole they have decreased markedly during the depression years. When groups of such study classes are linked together, the typical non-resident trade union college results. At one time 30,000 workers were reported to be enrolled in such groups. It is probable that their number at the present time is small.

The most interesting developments in workers' education in America lie in the labor institutes, week-end conferences, special schools and summer sessions, art workshops, and the like. The cooperative arrangements by which universities and labor organizations jointly set up discussion institutes are effective and the results have proved highly successful. The week-end conferences, called by workers' education groups, have included both employers and workers, with enlightening discussion and good fellowship as the outstanding features. The provision of published materials for study and reading by the Workers Education Bureau has done much to improve the quality of the educational effort throughout the country.

It is to be doubted whether workers' education *per se* will ever assume great importance in America as a

separatist movement. Rather is it more likely to become more and more deeply integrated in the general adult education movement, where vocational status is no bar to continued effort to overcome ignorance. Certainly it is desirable that present activities in workers' education, all connected with the labor movement, should be maintained and that they should increase. It is only through continued adult education of both employers and employees that conflict harmful to all can be avoided. But for most of his adult education, the American workingman and his wife will reach out in precisely the same manner as the merchant, the banker, the farmer, the clerk, and the professional man.



## PART V—CONCLUSION



## CHAPTER XI

### THE SOCIAL SIGNIFICANCE OF ADULT EDUCATION

THE record for the last ten years—the decade of adult education—is uneven. It is marked by advances of considerable significance in a good many directions, by halting and somewhat bungling though well-intentioned attempts to advance in others, and in a certain few a stultifying contentment with past practice and present performance. Fortunately the latter grouping is small indeed and in every case the ferment of new adult education ideas is working. The first years of any movement may be expected to present a patchwork of thinking and of operation. Particularly would this be so in as heterogeneous a field as is included in adult education in the United States.

Those who lead the movement all are aware that doubters assail the whole adult education idea. In the first place the doubters challenge both its newness and the fact that it is an idea. They assert that efforts to interest adults in education have been going on, some of them in their present forms, for many years, and that nothing is now being done or thought that was not present, for instance, in the lyceum movement of a hundred years ago.

These doubters are right and they are wrong. The very vehemence with which their assertions are made is evidence of their unsureness.

It should be added that most of those who oppose the idea of adult education—and their number is few indeed—occupy positions possessing potentialities of leadership in adult education that they are loath to employ. It is so much easier to jog along undisturbed in an accustomed rut avoiding the difficulties that new ideas always cause when placed in operation.

The doubters are right in their belief that the adult education of fifty or a hundred years ago contained all the potentialities of the present movement. It did, but these potentialities were unrealizable. Education at that time was still under the dominance of the church. Ecclesiastical taboos could not be thrown off in a day, and it took the development of the education of children over a fifty-year period plus a cataclysmic world war to produce a situation wherein the potentialities of adult education might commence to be realized.

The doubters are wrong in their belief that there is little new in the modern adult education. The emphasis all is new, the belief that adult education will yield major satisfactions is new, the belief that adults really can learn well is new, the conception of abundance of living as the undeniable educational heritage of every individual is new. These are the warp and the woof of the new adult education: the patterns as they strike the eye may *seem* important, but fashions change. The

mere forms of yesteryear and those of tomorrow may be the same or they may alter. Such matters are of little importance.

But the doubters, few as they are, seldom remain doubters long. Several years ago a distinguished librarian delivered himself of a brilliant if somewhat frothy address at a national library gathering, devoting himself assiduously to the theme that adult education was nothing new under the library sun. He did not convince the more thoughtful among his audience, and clearly he failed to convince himself, for within a few months thereafter his library staff commenced extensive experimentation with readers' advisory services, which have flourished since as integral parts of his library's service. The doubters often come to the concept of adult education to scoff and remain, if not to pray, to labor in the vineyard.

Review of ten years of conscious experience of adult education in this country, recounting of the many experiments now under way and under contemplation, definite qualitative advances, and a slow but steady numerical augmentation all support the thesis that adult education has social significance in the United States. It is a phenomenon of our times vastly worth chronicling, and it merits serious study both now and hereafter. There is reason to hope and to suspect that the adult education happenings of the decade just closing constitute definite progress on the road to a national culture, and that, unclear and fumbling as many of the adult education out-gropings may be, they do

indicate a change in our national process of evaluation of that which comprises the good life.

Every recruit to the idea that education in maturity can re-create and provide new standards of value is a loss to the all-too-evident philosophy of the past mad years wherein the superficialities of "modern civilization"—from money-making to entertainment—have controlled our existence. Intellectual pursuits can suffer no depressions. The way is opening to every man and woman in America to make his intellectual future safe, enjoyable, and abundant.

## INDEX

- Acadia University, Carnegie Corporation grant, 109.
- Adjustment Service, New York City, Carnegie Corporation grants, 94, 197.
- Adult education, social significance, 4-6, 205-208; relationship to democracy, 7; early New England experiments, 8-9; vocational vs. cultural ideal, 40-42; profit-making agencies, 43-44; courses in, enrollment, 60; estimate of cost in U. S., 61; Carnegie Corporation grants, 64-114; skepticism as to enduring values, 118; training courses, 134-135; doubters' arguments, 205-207.
- Affiliated Summer Schools for Women Workers . . . , Carnegie Corporation grants, 110-111, 200.
- Agricultural extension, enrollment estimates, 60; survey of progress, 119-124.
- Alumni education, enrollment estimates, 60; Carnegie Corporation grants, 70-71; results of Shaw study, 124-125; Beals report, 70; scope, 125. *See also* University extension.
- American Alumni Council, Shaw study, 124-125.
- American Association for Adult Education, organized, 17-18; annual reports reviewed: 1926-27, 19-21; 1927-28, 21-23; 1928-29, 23-24; 1929-30, 24-26; 1930-31, 26; 1931-32, 26-27; 1932-33, 27; 1933-34, 28-29; evolution of policy, 21-23; *Journal of Adult Education* started, 24; membership, 24-26; responsibility for leadership, 26; concern with current economic crises, 26-27; catholic viewpoint, 27; presidents, 28-29; Thorndike report, 33-35; *Handbook*, 42-43; aid in Carnegie Corporation program, 64; Corporation grants, 65-67; publications, 65-67, 70, 92; conference on technological unemployment, 92; studies of occupational education, 94; National Occupational Conference, 95; radio education, 97-98; joint Committee on Adult Reading, 101-102; studies—discussion technique, public lectures, research problems, 103; Report on Research Problems . . . , 103; Gruenberg study of science teaching, 104; studies in rural education, 106-108; Special Conference of Community Organizations, 131.
- American Association for the Advancement of Science, Carnegie Corporation grant, 88.
- American Association of Mu-

- seums, Carnegie Corporation grant, 89.
- American Federation of Arts, local groups, 128; ideals, 129.
- American Foundation for the Blind, Carnegie Corporation grants, 102.
- American Friends Service Committee, Carnegie Corporation grant for Institutes of International Relations, 69.
- American Library Association, libraries and adult education, 15; Carnegie Corporation grants, 86-87; joint Committee on Adult Reading, 101-102; Publications, *Libraries and Adult Education*, 15, 87, 144; *Prison Library Handbook*, 69; *Classics of the Western World*, 80; Reading with a Purpose series, 146; *Readable Books in Many Subjects*, 148.
- American Merchant Marine Library Association, Carnegie Corporation grants, 88.
- American Museum of Natural History, Carnegie Corporation grant, 88.
- American Prisons Association, Carnegie Corporation grant, 69.
- American Vocational Association, 195.
- American Woman's Association, Carnegie Corporation grants, 81, 95.
- Americanization of foreigners, 136.
- Arts, enrollment estimates, 60; popular in Relief programs, 127; local groups, 128.
- Art Workshop, Carnegie Corporation grant, 111.
- Atlanta, Carnegie Corporation grant for Negroes, 90.
- Australia, Carnegie Corporation grants for workers' education, 112-113.
- Baker, Newton D., 29, 84.
- Barnard College, summer schools for women workers, 110, 200.
- Beals, R. A., study of alumni education, 70; scope, 125.
- Beard, Charles A., 13, 111.
- Berea College, Carnegie Corporation grant, 106.
- Bittner, W. S., and Mallory, H. F., *University Teaching by Mail*, 108.
- Blind, education, University of Kansas, 102; American Foundation, 102.
- British Institute of Adult Education, Carnegie Corporation grant for Heath's case studies, 100.
- Brooklyn Conference on Adult Education, Carnegie Corporation grant, 73; Brooklyn People's Institute—Neighborhood Guild, Carnegie Corporation grant, 80.
- Brookwood Labor College, 200.
- Brotherhood of Locomotive Firemen . . . , Carnegie Corporation grant, 112.
- Bryn Mawr College, summer schools for women workers, 110, 200.
- Bryson, Lyman, *State Plan for Adult Education*, 66, 73.
- Buffalo Educational Council, Carnegie Corporation grant, 73.
- Buffalo Museum of Natural Sciences, Carnegie Corporation grant, 89.



- California Association for Adult Education, Carnegie Corporation grants, 73.
- California University, extension courses, 187.
- Campbell, Mrs. John C., 13.
- Campbell, John C., Folk School, 105.
- Canada, Carnegie Corporation grants-in-aid, 85; Symposium, Toronto, 85; permanent organization, grant, 85; Carnegie Corporation grants: university extension, 109; Frontier College, 112; Workers' Educational Association of Ontario, 113.
- Carnegie Corporation, Keppel president 1923, 11; first adult education conference, 12; Advisory Committee formed, 12-13; initial study non-vocational, 14; "vertical studies," published reports, 14-15; first national conference, 16; first regional meetings, 16; American Association for Adult Education formed, 17-18; Grants for adult education, 64-114; (general, 65-68; citizenship, 68-69; alumni education, 70-71; community studies, 71-79; urban organizations, 79-81; drama, 81-82; adult elementary education, 82-84; international adult education, 84-86; library, 86-88; museums, 88-90; Negro adult education, 90-91; occupational education, 91-96; parent education, 96-97; radio education, 97-98; recreation, 98; research, 99-103; science, 104; rural adult education, 104-108; university extension, 108-110; workers' education, 110-113; summary table, 114).
- "Carolina Playmakers," Carnegie Corporation grant, 82.
- Cartwright, M. A., *Unemployment and Adult Education*, 66, 93.
- Catholic Church, educational activities, 175.
- Charters, Jessie A. *See* Stone, F. F.
- Chautauqua, established 1874, 9; enrollment estimates, 60.
- Chester County (Pa.), Health... Council, 107.
- Chicago University, Carnegie Corporation grant, 108.
- China, Mass Education Movement study, 101.
- Citizenship, education for, Carnegie Corporation grant, 68.
- Civilian Rehabilitation Act, 198.
- Cleveland Conference for Educational Cooperation, Carnegie Corporation grants, 72.
- Cleveland College, Carnegie Corporation grant, 72.
- Clubs, enrollment estimates, 60.
- Cohn, Alfred E., on first Advisory Committee, 13.
- Coleman, L. V., *Manual for Small Museums*, 90.
- Columbia University, Alumni Club, grant, 71; extension department profits, 187. *See also* Barnard College; Teachers College.
- Committee on Adult Reading, Carnegie Corporation grants for research, publications, 101-102.
- Commonwealth College, Carnegie Corporation grants, 112, 201.
- Community organizations, enroll-

- ment estimates, 60; review summary of development, 129-131.
- Community studies, Carnegie Corporation grants, 71-79 (Dallas, 71, 75; Ford Hall Forum, 72; Cleveland, 72; Buffalo, 73; Brooklyn, 73; California, 73; Meriden, 74; Westchester County (N. Y.), 74; Radburn, 75; Northampton, 75; New York City, 76; Teachers College, Columbia, 76; Leonia, 77; Des Moines, 77; special conference of workers, 78); Chester County, (Pa.), 107; New Jersey Farmers' Institute, 107.
- Cooper Union, Carnegie Corporation support, 79.
- Corporations, training by, enrollment estimates, 60; before 1931, and after, 183.
- Correspondence courses, spurious study schemes, 43-44; Chicago University study, 108; Nebraska University group study, 109; university extension, 188-189.
- Correspondence schools, enrollment estimates, 60; National Home Study Council, Carnegie Corporation grant, 96; private schools, 131-134.
- Council on Adult Education for the Foreign Born, Carnegie Corporation grant, 84.
- Dallas, Carnegie Corporation grants, community projects, 71; high school graduate group, 75.
- Dana, John Cotton, 13.
- Denver Opportunity School, Swift and Studebaker study, 94.
- Des Moines, community program financed by Carnegie Corporation grant, 77; forum, 138.
- Dooley, C. R., 13.
- Drama, Carnegie Corporation grants, 81-82. *See also* Theater.
- Duffus, R. L. *See* Keppel, F. P.
- Education, vocational vs. cultural ideal, 40-42; indoctrination method, 51; doctrine and propaganda, 52-55.
- Educational systems, similarity between states, 36; effect on public attitude, 37; quota laws' effect, 38.
- Electrical Research Products, Inc., motion picture experiments, 192.
- Emergency Committee for Non-English Speaking Women, Carnegie Corporation grant, 84.
- Employment Stabilization Research Institute, grants from three foundations, 93.
- Engineering Education, Society for Promotion of, Carnegie Corporation grants, 70.
- Enrollment, estimates, comparative, 59-61.
- Evans, O. D., *Educational Opportunities for Young Workers*, 15, 67.
- Expenditures, estimated cost of adult education, 1924-34, 61; Carnegie Corporation grants, 64-114.
- Experimentation, three years normal period, 63; Carnegie Corporation grants, 64-114.

- Fansler, Thomas, *Discussion Methods for Adult Groups*, 103.
- Federal Agricultural Extension Act, operation, 119.
- Federal Board for Vocational Education, 1932 enrollment figures, 193; disabled, 197.
- Federal Council of Churches of Christ in America, 174.
- Federal Emergency Educational Program, work relief, 45-46; better programs and supervision next, 47; grant to for administrative expenses, 68; arts programs, 127; expenditures, 185.
- Federal Radio Education Commission, Carnegie Corporation grant, 97; *Report of Advisory Committee*, 97.
- Fisher, Dorothy Canfield, Foreword, v-ix; *Why Stop Learning?*, 15, 67; president, A. A. A. E., 29.
- Ford Hall Forum, Carnegie Corporation grant, 72.
- Foreign Affairs Forum, Carnegie Corporation grant, 69.
- Foreign born, enrollment estimates, 60; Carnegie Corporation grants to aid, 83, 84; "Americanization," 136; evening schools, 136; foreign language groups, 137.
- Foreign Language Information Service, Carnegie Corporation grant, 83, 84.
- Foreign language organizations, objectives, 137.
- Forums, enrollment estimates, 60; Ford Hall, Carnegie Corporation grant, 72; Des Moines, capacity audiences, 77; distribution and importance, 138-141; definition, 138; Des Moines forums, 138-139; Educational consequences slight, 140.
- Franklin Foundation, Inc., Carnegie Corporation grant, 92.
- Frontier College of Canada, Carnegie Corporation grants, 112.
- Grant, Daniel, studies in alumni education, 70.
- Gray, W. S., psychological research, adult reading habits, 101-102.
- Gray, W. S., et al., *Opportunity Schools of South Carolina*, 83.
- Gray, W. S., and Leary, Bernice E. *What Makes a Book Readable*, 101.
- Gray, W. S., and Monroe, Ruth, *The Reading Interests and Habits of Adults*, 66, 101.
- Greek-letter societies, profit-making schemes, 43-44.
- Gruenberg, Benjamin C., study of science teaching, 104.
- Hall-Quest, A. L., *The University Afield*, 15, 67, 108.
- Handbook of Adult Education*, 42, 65; definition of forum, 138; library report (extract), 144-149.
- Heath, A. E., case studies of adult students, 100.
- Hill, Helen D., *The Effect of the Bryn Mawr Summer School . . .*, III.
- Hudson, Robert B., *Radburn: A Plan of Living*, 75.

- Illiterates, South Carolina, Carnegie Corporation grant, 83.
- Immigrant Education, Council on, Carnegie Corporation grant, 83.
- Indoctrination, earliest form of teaching, 51; measure of value, 52; doctrine and propaganda, 52-55.
- Institute of International Relations, Carnegie Corporation grants, 69.
- Institute of Political Affairs, Virginia, 158.
- Institute of Politics, Williamstown, Carnegie Corporation grant, 68.
- Institute of Women's Professional Relations, Carnegie Corporation grant, 95.
- International Council of Religious Education, teacher training courses, 174.
- International Handbook of Adult Education*, 85.
- International Quarterly of Adult Education*, 85.
- Jacks, L. P., conferences, Carnegie Corporation grant, 68.
- Jewish organizations for adult education, 175.
- Johnson, Alvin, *Deliver Us from Dogma*, 66.
- Joint Vocational Service, Carnegie Corporation grant, 92.
- Journal of Adult Education*, established, 24; expenditures, influence, 65; cooperative publication with National Education Association, 67.
- Kansas University, Carnegie Corporation grant, 102.
- Keller, Franklin J., evening vocational courses, 194.
- Keppel, Frederick P., president Carnegie Corporation 1923, 11.
- Keppel, F. P., and Duffus, R. L., *The Arts in American Life*, 128.
- Kolbe, Parke R., *Urban Influences on Higher Education . . .*, 66.
- Labor Temple School, Carnegie Corporation grants, 112.
- Labor unions, study groups, 201.
- Lafayette College, Carnegie Corporation grant, 70.
- Landis, B. Y., and Willard, John D., *Rural Adult Education*, 106.
- Lawrence College, Carnegie Corporation grant, 70.
- Leadership training, enrollment estimates, 60; facilities increasing, 184.
- League for Political Education, Carnegie Corporation grant for Town Hall, 68.
- Learned, W. S., *The American Public Library and the Diffusion of Knowledge*, 87.
- Leary, Bernice E. *See* Gray, W. S.
- Leonia, N. J., Carnegie Corporation grant, 77.
- Libraries, strategic position, 44-45; adult education enrollment estimates, 60; Carnegie Corporation grants, 86-88; evolution of relation to adult education, 141-149 (early custodianship, 141-142; development of general use, 142-143; report on last decade, 144-149; Board on Library and Adult Education, 144, 147; readers' advisory service, 145; Reading with a Purpose courses, 146;

- reading lists for broadcasts, 147; county service, 147; state extension agencies, 148; readable book needs, 148).
- Lindeman, E. C., on first Advisory Committee, 13.
- Locke, Alain, study of Negro experiments, 91.
- Lorimer, Frank, *The Making of Adult Minds in a Metropolitan Area*, 73.
- Lundberg, George A., *Leisure—A Suburban Study*, 75.
- Lyceums, first in Massachusetts, 9; enrollment estimates, 60.
- MacCormick, Austin H., *The Education of Adult Prisoners*, 69, 159-161.
- Macgowan, Kenneth, *Footlights across America*, 82.
- Mallory, H. F. See Bittner, W. S.
- Marsh, C. S., *Adult Education in a Community*, 73.
- Martin, Everett Dean, 13, 79.
- Meriden, Carnegie Corporation grant, 74.
- Merriam, John C., chairman, science committee, 104.
- Michigan University, Carnegie Corporation grant, 70.
- Minnesota University, Employment Stabilization Research Institute, 93; Carnegie Corporation grant for extension study, 109.
- Monroe, Ruth, See Gray, W. S.
- Motion pictures, educational development limited, 191.
- Museums, enrollment estimates, 60; Carnegie Corporation grants, 88-90; teaching activities, 150; increase in number, 151. See also Arts.
- Music, enrollment estimates, 60; growth in adult education, 151-153; National Recreation Association service, 153.
- National Advisory Council on Radio in Education, formation, functions, Carnegie Corporation grants, 98; handicaps and achievements, 168-170.
- National Committee on Education by Radio, 171.
- National Community Foundation, Carnegie Corporation grants, 107.
- National Education Association, cooperative publications program, 67; in adult education, 164.
- National Home Study Council, Carnegie Corporation grant, 96; influence, 133.
- National Junior Personnel Service, Carnegie Corporation grant, 92.
- National League of Girls' Clubs, Carnegie Corporation grants, 110.
- National Municipal League, Citizens' Councils, 158.
- National Occupational Conference, formation, Carnegie Corporation grants, 95; report on vocational guidance, 195.
- National Parks Association, Carnegie Corporation grant, 104.
- National Recreation Association, Carnegie Corporation grant, 98; Music Service, 153.
- National Theatre Conference, formed under Carnegie Corporation grant, 82; in little theatre movement, 182.
- National Vocational Guidance As-

- sociation, Carnegie Corporation grant, 92; *Occupations*, 95.
- Nebraska University, Carnegie Corporation grants, group correspondence study, 109.
- Negroes, enrollment estimates, 60; Carnegie Corporation grants, 90-91 (Atlanta experiment, 90; New York, Schomburg collection, 91; South Africa, 91); adult education lags behind opportunity, 154-155.
- Nelson, Janet Fowler, *Leisure-Time Interests . . . of Business Girls*, 66, 81.
- Newfoundland, Carnegie Corporation grants, 88.
- New Jersey, Farmers' Institute, 107.
- New School for Social Research, Carnegie Corporation grant, 80.
- New Students League, Philadelphia, Carnegie Corporation grant, 80.
- New York Botanical Garden, Carnegie Corporation grant, 89.
- New York City, community activities, 76; Adult Education Council, Carnegie Corporation grants, 76; Carnegie Corporation grants to organizations, 79-81; New School for Social Research, 80; Museums, Carnegie Corporation grants, 88-89; Botanical Garden, 89; Negroes, 91; Adjustment Service, 93; Welfare Council, handicrafts for aged, 96; United Parents Associations, Carnegie Corporation grants, 97; Art Workshop, 111; Labor Temple School, 112; evening vocational courses, 194.
- New York Public Library, Schomburg collection, 91.
- New York State, Chamber of Commerce, Carnegie Corporation grant, 94; *Survey of Adult Technical Education in the New York Industrial Area*, 94.
- New Zealand, Carnegie Corporation grants for workers' education, 112-113.
- Noffsinger, J. S., *Correspondence Schools, Lyceums, Chautauquas*, 15, 67.
- North Carolina University, Carnegie Corporation grants, 70, 82.
- Northampton, Carnegie Corporation grant to People's Institute, 75.
- Occupational Education, Carnegie Corporation grants, 91-96. *See also* Vocational Education. *Occupations*, 95.
- Ohio State University, Carnegie Corporation grant, 70.
- Opportunity schools, Carnegie Corporation grants, South Carolina, 83; Denver, 94.
- Ozanne, Jacques, *Regional Surveys of Adult Education*, 78.
- Parent education, enrollment estimates, 60; Carnegie Corporation grants, 97; groups' increase outstrips leadership, 155-157.
- Payne Fund, radio support, 171.
- Peffer, Nathaniel, *New Schools for Older Students*, 15, 67; *Educational Experiments in Industry*, 93; study of public lecture field, 103.

- Penal Information, National Society for, Carnegie Corporation grant, 69.
- People's Institute, New York, Carnegie Corporation support, 79; grant for experimental classes, 80.
- People's Institute—Neighborhood Guild, Brooklyn, group work under Carnegie Corporation grant, 80.
- Personal Research Federation, Carnegie Corporation grant, 95.
- Pocono People's College, 105.
- Political education, renewed interest in, 157-158.
- Prison education, enrollment estimates, 60; Carnegie Corporation grants, 69; educational work in last five years, 159-161.
- Propaganda, defined, 52; distinguished from education, 53-54; hear all sides, 54-56.
- Public schools, increasing use for adults, 47; enrollment estimates, 60; in adult education, 161-168 ("Americanization" movement first, 161; public funds, 162; caliber of teachers, 163; growing cooperation with private organizations, 164; prospects of development in next decade, 165-166).
- Puppets, increasing use, 168. *See also Theaters.*
- Radburn, N. J., Carnegie Corporation grant, 75.
- Radio education, enrollment estimates, 60; Carnegie Corporation grants, 97-98; library reading lists, 147; programs on governmental questions, 158; National Advisory Council on Radio in Education, 168-170; experimentation needed, 169-170; National Committee on Education by Radio, 171; university and college stations, 171.
- Rea, Paul, study of museum administration, 89.
- Reading courses, uneven quality, 126.
- Recreation, indoor, enrollment estimates, 60; Carnegie Corporation grants, 98; kinship with adult education, 172-173.
- Religious groups, enrollment estimates, 60; educational activities, 173-178.
- Research, Carnegie Corporation grants, 99-103 (distinguished from "studies," 99; Thorndike's work with adults, 100; British Institute of Adult Education, Heath's case studies, 100; Chinese Mass Movement, 101; Committee on Adult Reading, 101-102; blind, 102; discussion technique, 103; public lecture field, 103).
- Robinson, E. S., *The Behavior of the Museum Visitor*, 89.
- Rockefeller, John D., Jr. Contributions to radio education, 98.
- Rosenwald (Julius) Fund, grants for Negro education, 90.
- Rural education, Carnegie Corporation grants, 104-108; Pocono People's College, 105; John C. Campbell Folk School, 105; Berea College, 106. *See also* Agricultural extension.
- Russell, James E., 28.
- Rutgers University, Farmers' In-

- stitute, Carnegie Corporation grants, 107.
- Scandinavian folk schools, studied by Canadians, 85; models for American experiments, 105.
- Schomburg Collection of Negro life, 91.
- Schools, special, adult enrollment estimates, 60; demonstrating educational innovations, 180-181. *See also* Correspondence schools; Public schools.
- Science, surprisingly small place in adult education, 48; Carnegie Corporation grants for survey, 104; Science in Adult Education, committee, 104.
- Settlements, adult enrollment estimates, 60; relation to educational resources of communities, 178-180; London's Educational Settlements Association, 178; National Federation of Settlements, 178.
- Shaw, W. B., *Alumni and Adult Education*, 70; check on results of study, 124-125.
- Smith, Hilda W., *Women Workers at the Bryn Mawr Summer School*, 111.
- Smith College, cooperation with People's Institute of Northampton, 76.
- Smith-Hughes Act, 193.
- Smith-Lever Law, 119.
- Society for the Promotion of Engineering Education, study of non-collegiate technical education, 102.
- South Africa, Carnegie Corporation grants: for Negro education, 91; workers' education, 113.
- South Carolina, Opportunity Schools, Carnegie Corporation grant, 83.
- Spahr, R. H. *See* Wickenden, W. E.
- Spelman Fund, aid to parent education, 157.
- Stearns, W. F., *Adult Education in Massachusetts*, 66.
- Stevens Institute of Technology, Carnegie Corporation grants for Alumni Institute, 70, 71.
- Stone, F. F., and Charters, Jessie A., *Alumni Interest in Continuing Education*, 70.
- Studebaker, John W., at Des Moines, 77. *See also* Swift, F. H.
- St. Francis Xavier University, Carnegie Corporation grants for extension service, 109.
- Subscription books, profit-making study schemes, 43-44.
- Swift, F. H., and Studebaker, John W., *What Is This Opportunity School?*, 94.
- Talbot, Winthrop, *Help Yourself Lessons*, 83.
- Teachers College, Columbia, Carnegie Corporation grants, experimental summer session, 68; to graduate students, 76; first training courses, 134.
- Theaters, adult enrollment estimates, 60; National Theater Conference, 82; Little Theaters studied, 81-82, 182-183. *See also* Drama; Puppets.
- Thorndike, Edward L., president, A. A. A. E., 29; discoveries concerning ability of adults to learn, 33-36, 100; *Adult Learning*, 35, 100.



- Town Hall, New York, Carnegie Corporation grant, 68.
- Training courses, 134-135.
- Tyler, R. W. *See* Waples, Douglas.
- Tyson, Levering, *Education Times In*, 97.
- Unemployed, enrollment estimates, 60; increase in educational opportunities for, 184-185.
- Unemployment, technological, conference on, 92; Employment Stabilization Research Institute, 93; Adjustment Service of New York City, 93-94.
- University extension, enrollment estimates, 60; Carnegie Corporation grants, 108-110 (Chicago University, correspondence teaching, 108; Minnesota University, extension students' abilities, 109; Nebraska, correspondence study, 109; Acadia University, 109; St. Francis Xavier University, 109); radio programs, 171; critical appraisal, 185-191; too often "credit mills," 186; Wisconsin's non-credit courses, 186; financial practices, 187; class and correspondence courses, 188-189; lectures, 188; quality of work, 189; status still unworthy, 190. *See also* Alumni education.
- Urban organizations, Carnegie Corporation grants, 79-81.
- Vassar College, Carnegie Corporation grant, 70.
- Vincent, Bishop, started Chautauqua 1874, 9.
- Vineyard Shore School, 201.
- Visual education, development scarcely begun, 191-192.
- Vocational education, adult enrollment estimates, 60; 1932 enrollment under Smith-Hughes Act, 193; cooperative institutions, 193; apprentices, 194; New York's evening courses, 194; American Vocational Association, 195. *See also* Agricultural extension; Occupational education.
- Vocational guidance, adult, enrollment estimates, 60; Adjustment Service of New York City, 93-94; need, procedures, organizations, 195-197.
- Vocational Information, Bureau of, Carnegie Corporation grants, 92.
- Vocational rehabilitation, enrollment estimates, 60; need, average cost, methods, 197-198.
- Vocational Service for Juniors, Carnegie Corporation grants, 92; study of evening schools, 92.
- Waples, Douglas, psychological researches in adult reading habits, 101-102.
- Waples, Douglas, and Tyler, R. W., *What People Want to Read About*, 101.
- Warburg, Felix M., president, A. A. A. E., 29.
- Westchester County (N. Y.), Carnegie Corporation grants, 74.
- Western Reserve University. *See* Cleveland College.
- White, William Allen, 13.
- Wickenden, W. E., and R. H.

- Spahr, *A Study of Technical Institutes*, 102.
- Willard, John D. *See* Landis, B. Y.
- Williamstown Institute of Politics, 68.
- Wisconsin University, summer schools for women workers, 110, 200; non-credit extension courses, 186.
- Wissler, Clark, on first Advisory Committee, 13.
- Women, business and professional, 81; Women workers in industry, National League of Girls' Clubs, 110; summer schools, 110-111.
- Workers' education, enrollment estimates, 60; Carnegie Corporation grants, 110-113 (National League of Girls' Clubs, 110; Affiliated Summer Schools for Women Workers in Industry, 110-111; Art Workshop of New York, 111; Workers Education Bureau of America, 111; Frontier College of Canada, 112; Labor Temple School, 112; Commonwealth College, 112; Brotherhood of Locomotive Firemen . . ., 112; British possessions, 112-113; survey of in British possessions, 113); American and European compared, 198-200; workers' schools, 200-201; labor union groups, 201; Workers Education Bureau, 201.
- Workers Education Bureau, Carnegie Corporation grants, 111; publications' influence, 201.
- World Association for Adult Education, Carnegie Corporation grants for publication program, 84; *International Quarterly of Adult Education*, 85; *Adult Education and Unemployment*, 85.
- World conferences, first, 84; *Proceedings* published, 85.
- Yale University, Carnegie Corporation grant, 89.
- Young Men's Christian Association, Meriden study under Carnegie Corporation grant, 74; Fort Hare (South Africa) interracial program under Carnegie Corporation grant, 91; educational activities, 175-178; vocational courses, 194; vocational guidance, 195.
- Young Women's Christian Association, study of business girls' leisure, Carnegie Corporation grant, 81; educational activities, 176-178.
- Youtz, Philip N., *Experimental Classes for Adult Education*, 80.



















What is adult education? Who are the adults concerned? By what means and methods, with what materials, for what reasons, to what ends is their education being carried on? When did adult education become a movement? Out of what background did the movement proceed, and where and how far has it gone? These and other questions pertinent to the subject are discussed in this volume written by the executive head of the American Association for Adult Education, an organization formed in 1926 to serve as a medium for intercommunication and correlation among the various groups that were then carrying on separate programs of adult education. Mr. Cartwright deals mainly with the events of the last ten years, the problems met, the experiments tried, the results achieved. Reading this story one begins to understand why, and with what justice, adult education has been called one of the most significant social phenomena of our times.

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